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ABSTRACT

Prior to a UNESCO International Congress on the planning and management of educational development, this study was prepared to assess the 1980-1990 decade and to outline the perspectives for educational planning and management in the Arab States. Seven main sections comprise this report: (1) Introduction; (2) Context of the period 1980 to 1990; (3) The profile of educational management; (4) Educational planning; (5) The training of staff members in charge of planning and administration; (6) Regional cooperation in educational management; and (7) Future perspectives. A 47-item bibliography is included. (DB)

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PLANNING AND MANAGEMENT OF EDUCATIONAL DEVELOPMENT

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REGIONAL STUDY

REVIEW AND PROSPECTS OF EDUCATIONAL PLANNING AND MANAGEMENT IN THE ARAB STATES

A. GENNAOUI

MEXICO
26-30 MARCH 1990

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EDUCATIONAL PLANNING AND MANAGEMENT IN THE ARAB STATES

Regional Study

PAST ACHIEVEMENTS AND FUTURE PERSPECTIVES

Working Document for the INTERNATIONAL CONGRESS

"PLANNING AND MANAGEMENT OF EDUCATIONAL DEVELOPMENT"

(Mexico, March 26 - 30, 1990)

Antoine GENNAOUI
Unesco Consultant

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SUMMARY

1. The aim of this study is to assess the experiment in educational planning and administration in the Arab states over the last ten years, and to attempt to discern its future. For the purposes of this study, we have divided these states into 4 sub-regions, called Group I (the Maghreb), Group II (the Near Eastern states), Group III (the Gulf States), and Group IV, comprising the six Asian and African states grouped around the Red Sea and the Indian Ocean, which disclose a certain similar behaviour pattern in their educational systems and policies (Chapter 1).

2. The socio-economic and political situation predominating in this area during the last decade was characterized by political, economic and financial instability: a situation hardly favourable for administrative reform in general, and for the reform of education and planning in particular (Chapter 2).

3. Faced with instability and threat, systems tend to retract and to privilege the status quo. Continuity in educational policy and a rather hesitant or conservative attitude prevailed, despite two major exceptions concerning decentralization and an opening up of the private sector.
a) Decentralization was the main field of action for legislative and statutory achievements. Administrative structures and local institutions were established everywhere, and new experiments and practices began to emerge. Even if it is still too early to draw any final conclusions from these experiments, even if some of these were initiated under conditions that were hardly favourable (the Sudan, Lebanon) or equivocal (Egypt), it nonetheless remains true that the legal and administrative arsenal set up constitutes a breach in the centralizing/authoritarian edifice of the preceding system.
b) The role of the private sector is increasingly accepted, even recognized. This is apparent not only in the regulations, but also in the state of mind. State monopoly is not questioned at the level of basic education, but henceforth the private sector is allowed a significant role, particularly in general secondary and professional education (Morocco, Egypt, Kuwait), and at the university level (Jordan) (Chapter 3).
Other innovations have also been introduced or attempted : basic education (the Maghreb, Jordan and Egypt), technological training in secondary schools (the Gulf States, Egypt, Jordan, Morocco ...), polyvalent schooling, curriculum update, etc.

4. Educational planning has had rather contrasting development in the different sub-regions, but on the whole it has lost credit through the combined effect of budget reductions and the feebleness of actual results.
In some countries (in particular Group IV), due to the context of economic crisis and instability, planning was seriously disrupted and at times even called into question. It thus turned into desperate management of penury (the Sudan, for example). It also suffered from the low wage scales for managerial staff, and administrational incapacity to prevent executives from leaving.

Elsewhere, educational planning slowly advanced.
The major budget devoted to education (Kuwait, Saudi Arabia) enabled its different organs and tools to develop. But it is still too often confused with the preparation of the budget, and its analytical functions are too often limited.
In the Maghreb, educational planning was put to use within a policy of expansion for basic and secondary education, the gradual reduction of regional imbalances, and more rigorous management of resources.
The Group III states did not manifest uniform behaviour : Egypt and Jordan mainly exhibited interest in planning as a tool for long-term forecasting and coherence, Syria and Iraq maintained excessively imperative planning, which, although suitable for a period of expansion, revealed itself as hardly efficient in a context of instability and austerity (Chapter 4).

5. The educational planning sector's loss of credit is due to the following :
- the rapid expansion of the system, without accompanying control of its development,
- the disconnection of education from economic needs,
- the insufficient training of personnel and the low capacity of national and regional training, at the very time that training needs were growing (decentralization) and becoming diversified (Chapter 5).

6. The recent training of sub-regional units offers serious hope of relaunching regional cooperation, which has so far lacked strategy and a stimulating project equal to the cultural challenge presented by persistant illiteracy and the issue of universal schooling (Chapter 6).

7. The future of educational planning will be conditioned by the form of cooperation established among the Arab states. Two scenarios may be anticipated : one involving cooperation-solidarity-interdependence, which could overcome the major handicap of illiteracy, and one based on the extrapolation of the tendency of the past, which would mean hegemony of the debate on culture (Future Perspectives).

1. INTRODUCTION

1.1 OBJECTIVES, SCOPE AND SOURCES OF THIS STUDY

1. - The aim of this study is to assess the past decade (1980-1990) and to outline the perspectives for educational planning and management in the Arab states. It falls within the framework of current priorities for the management-planning sector in these countries, that is, the project to generalize primary education and to eradicate illiteracy by the year 2000, launched in February 1989 by UNESCO's Secretary General.
The following descriptions and analyses thus focus on educational planning in general, and on primary education in particular. The structural aspects, the practices, the mechanisms, and the connections between planning structures and administrative authorities in general will also be mentioned, basing this discussion on the information received from the Arab states in response to the questionnaire transmitted to them by the EPP Division of Unesco in August 1989.

2. - The time accorded to prepare this study was limited. The required data and information were not always available.
I relied to the fullest on all the existing documentation in the various Unesco and IIEP reference centers. I also referred to all available national sources of information (reports to the ICE, various analyses, special assignment summary reports, statistics, etc.) as well as to all Unedbas publications available at headquarters. However, information concerning planning and administration was scarce: this field is manifestly particularly neglected, and receives little attention.
Data from a recent survey carried out by Unedbas in 1988 were also used. However, as the subject of that survey was the training of educational planners and administrators, its usefulnes to the present study was limited.
Still other data were taken from Unedbas reports (main documents from meetings of high educational leaders or experts; reports on Eidbas activities; "Education Nouvelle/New Education", etc.).
Most acutely lacking were monographs, synthetic intermediate reports on the present state of educational planning and its development in the Arab states.

Contacts with IIEP and Unesco specialists and experts were extremely useful in throwing light upon certain problems and in clarifying certain assessments relative to different aspects of the subject, namely : the creation of educational planning, the development of problems connected with the training of educational experts in the region, regional cooperation in matters of planning, etc. I particularly wish to thank Mr. Hajjar and Mr.Tibi of IIEP and Mr. Mogharbel and Mr. Boustani of Unesco for their cooperation and their valuable help.

I.2 METHODOLOGICAL APPROACH TO THE ARAB REGION (divided into 4 sub-regions)

3 - The Arab states have a common historical background and form a relatively homogeneous area in terms of culture and civilization. Nevertheless, in the present context, we consider that a global and indiscriminate approach to these countries is insufficient. In our view, the differences and similarities of the countries comprising this region ought to be studied from a less global, sub-regional standpoint. We deemed it necessary and useful to adopt the following criteria in defining sub-regions:

1.) space (ie. geographic connection)
2.) socio-cultural similarities (life style, prevailing type of social organization, historical openness to modernizing influences)
3.) standard of living
4.) pattern of the educational system, that is to say : the level of development of the educational system, the original model on which educational administration is based, and the kind of influence to which the system is subjected. The index of the level of development of the educational system comprises the rate of attendance in primary schools, secondary schools and universities, and the rate of literacy among the active population, or at least among 15- to 65- year-olds.

4 - By proceeding in this fashion, we obtain 4 sub-regions :

Group I - The Maghreb States

This group comprises the traditional Maghreb states and Libya. Inclusion of Libya weakens the notion of overall cohesion, mainly in regard to the educational system. Nonetheless, this classification is more pertinent than grouping Libya into one distinct sub-region with Egypt and the

Sudan, for instance. Here we can observe socio-cultural homogeneity, geographical continuity, a strong similarity in standard of living and a definite resemblance (except in the case of Libya) of educational patterns (in terms of systems and future development).

Group II - The Near Eastern States

This sub-region comprises Egypt, Iraq, Syria, Jordan and Lebanon. For historical reasons, the political interdependence of these countries is great. They opened up to modern civilization at approximately the same time. Furthermore, they constitute a unit with very strong geographic continuity and socio-cultural "sub-regional" homogeneity (in their way of thinking and their system of values). There are, however, considerable disparities in their standard of living, mainly due to their differing wealth in natural resources, but their aspirations and their lifestyles are very close, if not to say similar.
With the exception of Lebanon, their educational systems have undergone similar influences and apply much the same solutions to their educational problems.

Group III - The Gulf States

This group is comprised of the Cooperation Council of the Gulf States, that is to say Saudi Arabia, Kuwait and the United Arab Emirates, Qatar, Oman and Bahrain. Their spatial unity, like their socio-cultural homogeneity, is obvious. Moreover, the standard of living in these countries is comparable. Their educational systems (although at slightly different stages of development) seem to be built on the same principles, and to be governed by the same influences and the same driving force.

Group IV - The Arab states surrounding the Red Sea and the Horn of Africa, plus Mauritania.

This fourth sub-region comprises the two Yemens, Sudan, Somalia, Djibouti and Mauritania. Five of these countries are grouped around the Red Sea and the Indian Ocean, Mauritania being obviously further removed. Their resemblances at the socio-cultural level and in terms of their standard of living are evident; their educational system is at the same level of development and faces the same problems. The current state of their educational system, their economic vulnerability and the similarity of the conditions weighing upon them, result in a common behavioural identity that justifies classification of these states as one group.

Due to its geographical location, to the size of its population, and especially to its cultural influence, Egypt constitutes a pivotal axis between two or three sub-regions : the extent of its influence as well as its Near Eastern polarization account for the proposed classification.

HOMOGENEITY OF THE SUB-REGIONS
EVALUATED ON THE STRENGTH OF 4 CRITERIA (1)

CRITERIA/ SUB-REGION	Geograph. Continuity	Socio-cultural Homogeneity	Standard of living	Pattern of educ. system	SCORE
North Africa	4	3	2	2	11
Near East	4	1	3	3	11
Gulf States	4	3	4	3	14
Red Sea Horn of Africa	2	2	3	3	10

(1) Strength of criteria
4 - very strong
3 - strong
2 - weak
1 - very weak
0 - nonexistent

5 - The hypothesis underlying this classification is that everything taking place in one of the countries in the sub-region has direct bearing on the others, not only because of geographical proximity, but also because of the similarities in the design of their administrative systems in general (and educational systems in particular) and because of their socio-cultural affinities. In a certain fashion, this leads to the supposition that the interdependencies within one same sub-region are, on the whole, stronger than the interdependence of one sub-region and the next.

2. CONTEXT OF THE PERIOD 1980 to 1990

2.1 POLITICAL DEVELOPMENT : A DECADE THAT FINISHES BETTER THAN IT STARTED

6 - As of the mid-seventies, the principles and grounds for divergence among the Arab states, faced with the Israeli- Arab conflict, had been set. These divergences turned into sharp contradictions during and after the Camp David Agreements. The united Arab front which existed between 1972 and 1974 was seriously and lastingly damaged, and the solidarity and interdependence that had prevailed among Arab states during the first half of the seventies gave way to the greatest discord that the contemporary Arab world has experienced. All mechanisms of agreement, reconciliation and dialogue broke down. All compromise seemed impossible. The region entered a phase of upheaval that combined all the conditions for a widespread civil war.

7 - The subsequent developments are briefly mentioned below for the sole purpose of establishing the frame of reference in which the administration of educational planning operated.

8 - On the political level, the region was polarized by two major conflicts : the Iran-Iraq war in 1980, and the increased violence of the civil war in Lebanon after the Israeli invasion in 1982. These two events, despite their interconnections, had distinct origins and operated on different dynamics.

a) The Iran-Iraq war dominated the regional political situation and polarized a large part of the resources and efforts in this region. More than the strength of the forces deployed and the violence of the fighting, its fundamental aspect is the rift it caused in the Arab world. The war had terrible consequences on the population, on economic and social life. Masses of refugees fled the region and schools were destroyed, resulting in a sharp drop in school attendance at all levels. By altering priorities, the war reduced the basis for all regional cooperation relative to education.

b) The civil war in Lebanon has not only local, but also regional scope. All the regional forces were, or still are, more or less represented here. This

extravagant regionalization has often eclipsed internal problems, relegating these to the background. In any case, regionalization is what gave the Lebanese crisis its acute and inextricable character. Certain aspects and manifestations (extreme violence, the impossibility to communicate, shifts in alliance and spectacular reconciliation) are strangely reminiscent of passionate family quarrels over some deep-seated issue. Here again, the consequences of the war were dramatic at the socio-cultural level, as eloquently expressed in the National Report transmitted by Lebanon at the International Conference on Education in 1986 :

" Eleven years of war have caused grave upheaval in the life in Lebanon, and jeopardized its growth and development. Population drift, unemployment, bombings, death and injury, and considerable material damage have added even more acute problems to those already present : the invalids, the handicapped, the homeless. The negative consequences and repercussions of the Lebanese crisis on education are more concrete : the school year is in increasing jeopardy, school buildings and equipment are destroyed, the quality of teaching is disintegrating, official national exams are cancelled or suspended ..."

9 - It is also important to point out the interminable internal conflicts in Sudan and in Somalia, which weigh heavily on economically and financially weakened countries. Furthermore, the region has undergone other conflicts, relatively less important in terms of their direct consequences on education, but which have also contributed to the clouding of inter-Arab relations (Sahara conflict, Libya-Chad conflict).

10 - In general, the last two years have given rise to a remarkably clear realization of the threats and dangers weighing on this region. A spectacular recovery is taking place, and the situation seems to be moving forward rapidly and positively. The initial signal was given with the lull, the détente, and the reconciliation of the two conflicts involving the Sahara and Libya, where considerations for compromise seem to prevail.
Encouraged by international détente between the two super-powers, the Iran-Iraq conflict, the harshest of all, rapidly moved towards a cease-fire as the prelude to peace negotiations. For the war in Lebanon, an internal compromise appears to be taking shape, and may, for the first time in a long time, be close at hand.
A certain pacific evolution of the regional situation on these different fronts may once again engage the Arab states in a new era of competition for development and progress.

2.2 ECONOMIC DEVELOPMENT : TWO CONTRADICTORY CRISES MARK THE DECADE

11 - The economic context, as well, was marked by very great instability : two major events of capital importance disrupted and dominated the economic scene. The first years of the decade, 1979-1980, experienced the second oil crisis, which struck as suddenly as the first. Raw materials other than oil (phosphate, potassium, iron) did not undergo significant variations on that occasion : their prices fluctuated within narrow limits, and actually suffered a slight fall during this period. The increase in oil prices, on the other hand, upset the economic situation for all of the countries in this region, with rather different impact from one sub-region to the other. In the Gulf States, it brought about an increase in GNP, in the value of exports and in foreign currency assets. They were able to step up their imports, to enlarge their capacity of absorption and to build up a major financial surplus. The consequences for the Maghreb and the Near East were more contrasted, the largest producers (Iraq, Libya, Algeria) being the ones to draw greatest benefit from the situation. Countries like Tunisia, Egypt, Syria, which are small producers, were nonetheless able to improve their balance of payment through increased revenue. Jordan, Lebanon and Morocco, on the other hand, were not able to profit directly, which was likewise true for all the Group IV states. For them, on the contrary, the situation led to a substantial increase in the price of their imports and to a reduction of their resources. Nonetheless, they did benefit from substantial indirect effects : growing transfer of workers residing in the rich countries, wider and easier access to loans and Arab public aid, etc.

12 - This favourable situation allowed the main countries in this region to pursue and accelerate application of their development plan. By summarizing to the extreme, three strategies can be identified :

- Iraq, Algeria and Libya applied a policy of economic diversification, in view of creating a broader industrial base turned towards the domestic market and substitute products for imports. The active force behind this development was principally the public sector.

- the Gulf States focused on downstream integration of the principal and secondary oil sector. Their strategy consisted in concluding joint ventures on an international scale, to insert their industrialization into a world context, in direct contact with international demand and competition.

- countries like Tunisia, Morocco, Egypt and Jordan pursued a policy based, above all, on tourism and farming, the development of the private sector and foreign investment, while backing an industrialization that incorporated a variable measure of import substitutes and export.

13 - The second half of the eighties was marked by a brutal reversal of the situation. The previously noted tendency for oil prices to crumble had until then been counterbalanced by the climbing dollar, which started to tumble from 1985 on (losing 35% of its value in one year). The restrictive policies in regard to growth, applied until then by the developed countries, resulted in a stagnation and even a decrease in oil demand (in corollary to slight growth of GNP), and a development of the financial sphere hitherto never experienced. The crash came in early 86, with diverse effects on the different countries. Among the oil-producing countries, those who had constituted a surplus and finished building their infrastructure (the sparsely populated Gulf States) resisted better than the others. Iraq, having to bear the efforts of war, plunged into debt. Libya was also affected, albeit to a lesser extent. But it was mostly the populated countries with little or no oil production, those who had not yet equipped themselves sufficiently and whose current expenses had grown the most during the first half of the decade, who had to cope with the difficult choices : Jordan, Syria, Algeria, Egypt, Morocco, Tunisia. Their economic situation was difficult, in some cases dramatic, and their social constraints were the strongest. For sub-region IV, the new situation is very constraining, even if it is still too soon to be able to measure the full impact of this crisis at the economic and social level. But certain signs already indicate the amplitude of the difficulties which will have to be faced in the social sector.

14 - The data relative to production growth and to the changes in national foreign debt have been summarized in the tables below :

NATIONAL DEBT IN 1987

Debt Payment

	in millions of $	% GNP	% exports
Algeria	19.240	30.5	49
Libya			
Morocco	18.468	115.6	29.9
Tunisia	6.189	67.2	26.9
Egypt	34.515	105	18.5
Iraq			
Jordan	3.518	75	21.8
Lebanon	236		
Syria	3.648	15.3	16.5
Arabia			
Bahrain			
Emirates			
Kuwait			
Oman	2.474	33.9	
Qatar			
Djibouti			
Mauritania	1.868	215	18.2
Somalia	2.288	237	8.9
Sudan	7.876	97.3	6.8
Yemen AR	2.155	46.6	24.8
Yemen Dem	1.669	177	38.2

Report on World Economy, World Bank, 1989

PRODUCTION GROWTH

(Average annual growth rate of GNP in %)

	1965-1980	1980-1987
Algeria	7.5	3.8
Libya	4.2	
Morocco	5.4	3.2
Tunisia	6.6	3.6
Egypt	6.8	6.3
Iraq		
Jordan		4.3
Lebanon	- 1.2	
Syria	8.7	0.3
Arabia	11.3	- 5.3
Bahrain		
Emirates		- 4.3
Kuwait	1.3	- 1.1
Oman	15.2	12.7
Qatar		
Djibouti		
Mauritania	2.0	1.4
Somalia	3.3	2.2
Sudan	3.8	- 0.1
Yemen AR		5.6
Yemen Dem		

Report on World Economy, World Bank, 1989

In spite of their generality and imprecision, these figures bear the deep marks of the crisis. The decline in growth (in volume) and the rise in debt recorded from 1980-1987 is largely confirmed after 1987. Provisional and incomplete indications collected from specialists and financial organizations show the practical stagnation of production in 1988 in Algeria, Egypt, Tunisia, Jordan, Syria, Libya and Sudan, and an almost general increase in debt.

15 - The situation, by sub-region, can be summarized as follows:
- in the Maghreb states, adjustment has been made in Morocco and, partially, in Tunisia. Algeria is currently moving towards adjustment of its economic policy.
- in the Near East, in the absence of new oil finds, Egypt, Syria and, to a lesser extent, Jordan, are plunging deeper into the crisis, but with different

constraints. Egypt is relying more and more heavily on outside aid to relaunch its production. For Syria, its low foreign debt undoubtedly constitutes an asset, but significant growth of its industrial production would depend on political détente in this region. Jordan is in the process of completing its adjustment, and coping with the decline of foreign aid.
- for the Gulf States, the culminating point of the crisis seems to have been the years 1986-1987. Since then, a certain recovery has been recorded, simultaneous with renewed oil consumption in the Western countries, consecutive to strong production growth (88-89). But the crisis has probably affected their level of foreign currency.
- the most severely affected are the Group IV states, where the fall in production is caused as much by climatic conditions as by internal instability. The latest indications do not point to any improvement in this situation.

2.3 SOCIAL INDICATORS

16 - The following are the main social indicators relative to the period in question :

1. HEALTH AND NUTRITION

	No. of persons per doctor		No. of calories per day	
	1965	1984	1965	1986
Algeria	8.590	2.330	1682	2715
Libya	3.850	690	1925	3601
Morocco	12.120	15610	2167	2915
Tunisia	8.000	2150	2202	2994
Egypt	2.300	790	2400	3343
Iraq	5.000	1.740	2150	2932
Jordan	4.710	1.140	2314	2991
Lebanon	1.010		2489	
Syria	5.400	1.260	2195	3260
Arabia	9.400	690	1853	3004
Bahrain				
Emirates		1.010	2705	3733
Kuwait	790	640	2945	3021
Oman	23.790	1.700		
Qatar				
Djibouti				
Mauritania	36.470	12.110	2064	2322
Somalia	36.840	16.090	2167	2138
Sudan	23.500	10.110	1938	2208
Yemen AR	58.240	6.270	2008	2318
Yemen Dem	12.870	4.340	1982	2299

Overall, improvement was very rapid, but it was achieved at a very different pace depending on the sub-region, and within one same sub-region.

2. URBANIZATION IN 1987

	Urban Population in % of Total Population	Annual Rate of Growth 65/80	80/87
Algeria	44	3.7	3.9
Libya	67	9.8	7.0
Morocco	47	4.3	4.5
Tunisia	54	4.0	2.9
Egypt	48	2.9	3.7
Iraq	72	5.3	4.9
Jordan	66	4.4	5.3
Lebanon		4.5	
Syria	51	4.6	4.5
Arabia	75	8.5	6.0
Bahrain			
Emirates	78	17.5	4.5
Kuwait	95	8.3	5.2
Oman	10	7.4	8.8
Qatar			
Djibouti			
Mauritania	38	9.2	7.9
Somalia	36	5.5	5.5
Sudan	21	5.7	4.2
Yemen AR	23	10.1	8.4
Yemen Dem	42	3.5	4.6

Report on World Economy, World Bank, 1989

3. EMPLOYMENT

	% Population 15-65 yrs old in 1985	% Active pop Industry in 1980	Growth Rate of Active Pop 1980/85	1985/2000
Algeria	49	27	3.6	3.7
Libya	50	29	3.7	3.5
Morocco	52	25	3.3	3.1
Tunisia	56	36	3.1	2.8
Egypt	55	20	2.6	2.7
Iraq	50	22	3.7	4.0
Jordan	49	26	4.4	4.2
Lebanon				
Syria	48	32	3.5	4.0
Arabia	54	14	4.4	3.5
Bahrain				
Emirates	67	38	5.2	2.1
Kuwait	58	32	6.2	3.5
Oman	50	22	5.2	2.7
Qatar				
Djibouti				
Mauritania	53	9	2.7	3.1
Somalia	53	8	2.8	3.1
Sudan	52	8	2.8	3.1
Yemen AR	51	9	2.6	3.4
Yemen Dem	51	18	2.8	3.1

Report on World Economy, World Bank, 1989

2.4 TRENDS IN EDUCATIONAL POLICY

2.4.1 Stability of educational policies

17 - Contrary to the unsteady socio-economic and political context, educational policies in the diverse sub-regions did not undergo major disruption. The objectives, principles and policies were generally maintained, reaffirmed and continued.
According to the Unedbas survey (1), during the last decade,

(1) cf. principal document : Meeting of High Officials of Education in the Arab States, June 1987, ED-87/SENIOR OFFICIALS/3, p.16.

the positive trends in educational development were the following :

" - progress was made in the democratization of education, due to an extension of the possibilities offered at all levels, particularly to the benefit of new population groups

- the ties between educational development and socio-economic development were strengthened, emphasis being placed on linking education and the working world

- the educational content was broadened to include issues involving cultural and national identity, and moral instruction

- the teaching of science and technology was promoted

- schools became open to their environment and their community

- programs to eliminate illiteracy and to promote adult education and non-formal education were intensified

- planning was promoted at provincial and local level.

In general, increasing interest was brought to those aspects involving the quality of educational development".

18 - According to that same survey, educational development suffers under the following shortfalls and deficiencies :

" - the lack of general techniques and practices to evalutae the educational system both in regard to base units, to projects and to the overall system

- the lack of long-term planning

- the fact that the planning effort bears only on formal educational systems, thereby excluding non-formal educational activities, often linked to great economic or social projects in which educational institutions are seldom associated."

2.4.2 The main indicators : significant advances

19 - The changes in the educational situation during the relevant period are illustrated in the tables below :

1. NUMBER OF STUDENTS IN PRIMARY, SECONDARY AND HIGHER EDUCATION AND THEIR DISTRIBUTION IN THE ARAB STATES 1980/1987 (in millions)

	1980	%	1987	%	Avg. Ann. Growth 80/87	70/80
Primary	20,604	67	27,281	63,6	4.1	5,1
Secondary	8,692	28	13,448	31,4	6.4	9,4
Higher	1,468	5	2,159	5	5.7	12,5
Total	30,764	100	42,888	100	4.9	6,4

Source : Unesco Statistical Yearbook 1988 and 1989

2. GROSS AND NET RATES OF SCHOOL ATTENDANCE BY EDUCATIONAL LEVEL

	GROSS RATES		NET RATES	
	1980	1987	1980	1987
Primary	79,9	83,1	68,1	73,4
Secondary	38	49,3		
Higher	9,5	11,3	42,9	50,8
All levels				
Arab States	47,9	54,3	45,5*	51,6*
Developing C's	50,2	51,5	45,6*	46,6*
Developed C's	73,5	77,3	67,2*	70,5*

* Figures applicable to 6-23 year age group

Source : Unesco Statistical Yearbook 1988 and 1989

3. BREAKDOWN OF SECONDARY EDUCATION BY TYPE in percentage

	NUMBER OF STUDENTS					TEACHING STAFF			
	Total	General Ed'n	Normal Ed'n	Techn. Ed'n		General Ed'n	Normal Ed'n	Techn. Ed'n
1980	100	87,5	1,8	10,7	100	83,8	2,8	13,4
1987	100	87	1,7	11,3	100	83,7	2,5	13,8

Source : Unesco Statistical Yearbook 1988 and 1989

4. PUBLIC EDUCATIONAL EXPENDITURE IN THE ARAB STATES

	1975	1980	1987
% OF GNP	5.9%	4.4%	6.6%
PER INHABITANT		112 $	134 $
INDEX NUMBER		100	148

Source : Unesco Statistical Yearbook 1989

5. ESTIMATE OF FEMALE STUDENTS IN PRIMARY EDUCATION, SECONDARY EDUCATION AND HIGHER EDUCATION IN MILLIONS

	Female students				% of total no. of students			
	Total	Prim.	Sec.	High.	Total	Prim.	Sec.	High.
1980	12,127	8,429	3,246	0,252	39	41	37	31
1987	17,805	11,598	5,445	0,761	42	43	40	35

Increase in no. of female students in %

	Total	Primary	Secondary	Higher
1970-1980	7,8	6,3	11,9	15,6
1980-1987	5,6	4,7	7,7	7,7

Source : Unesco Statistical Yearbook 1989

6. INDICES : TOTAL NUMBER OF STUDENTS, FEMALE STUDENTS AND TEACHING STAFF ACCORDING TO LEVEL (PRIMARY, SECONDARY, HIGHER)

	Total no. stud's				Total female stud's				Teaching staff			
	Tot	Prim	Sec	Hi	Tot	Prim	Sec	Hi	Tot	Prim	Sec	Hi
1975	100	100	100	100	100	100	100	100	100	100	100	100
1980	132	124	152	163	143	134	168	176	145	133	164	170
1987	184	164	236	240	210	184	281	297	235	199	298	279

Source : Unesco Statistical Yearbook 1989

20 - On the operational level, it was noted that the Maghreb States (Algeria as of 1981 and Morocco in 1986) gave priority to the application of educational reform at primary and secondary level, which took the form of compulsory basic education (Tunisia, Libya and Algeria in the early eighties,

Morocco in 1988).

The Near Eastern States (Group II) are following this same direction, although far behind, except for Jordan, which has already implemented this reform, ie. compulsory basic education for 9 years (2).
Egypt introduced a compulsory 9-year-program for basic education in 1988, whereas primary education had previously been shortened from 6 to 5 years.
This move also involves Iraq and Syria (where a recommendation along these lines by the political authorities has existed since 1987). In these countries, emphasis was placed on the generalization of primary and diversification of secondary education (Egypt, Syria, Jordan).

The Group III states (Gulf States) oriented themselves more towards reinforcing educational structures (Kuwait, United Arab Emirates), extending primary education (Saudi Arabia and Oman), nationalizing the educational framework and improving teaching quality.
Given the unfavourable context, the Group IV states mainly strove to maintain, as much as possible, the rate of school attendance already attained, to develop technical education as well as training for teachers and administrators, to cut unit costs and to improve educational efficiency.

21 - However, recent indications relative to primary education particularly in the Group IV states, do not give rise to optimism. The combined impact of economic and financial difficulties coupled with political instability constitutes a serious threat to the systems and structures that have been established. The progress made in the seventies is in jeopardy. In fact, the rampart against illiteracy built up from the hard core of primary education no longer stands firm. The drop in school attendance in Sudan, in Somalia and North Yemen is critical. At the present time, it is impossible to expect a fundamental improvement in the situation. Any possible recovery in school attendance will take place in a less favourable context than before, in respect to both demand and attitude of the social environment.
Other states, who have not totally consolidated the developments in this field, are also exposed to difficulties of this kind. Given the relative weakness of their resources, the attitude and degree of adaptation of Morocco, Egypt and Syria in the face of this crisis will constitute a test of the soundness of their administration and of the changes in outlook, expressed in terms of attachment to "acquired rights". The dangers of reversion are not to be overlooked.

22 - The problems encountered by all the Arab states can be broken down into two categories :
- problems created through rapid if not explosive growth (Algeria, Saudi Arabia) of the educational system, insufficient coordination of the different

(2) For 1988-1989, Jordan introduced a reform that extended compulsory basic education to 10 years.

factors of educational production and ill-adapted teaching,

- problems related to internal and external efficiency and performance of the system, and to adapting it to the demands of modern progress.

a) The problems in the first category are generally easy to identify and solve, for example, the revision of vocational training in Tunisia and Kuwait, improvement of training for primary school teachers in Morocco, Yemen AR and Syria, the shortage or poor state of school premises in the late primary and secondary sector in Egypt, the relatively low pay in Kuwait and Saudi Arabia which discourages recruitment of national teachers or the difficulty of recruiting primary school teachers in rural areas in Morocco, etc.

b) On the other hand, the problems of a more structural kind, influencing the future of the school system, often necessitate more thorough reforms, such as the adoption of basic education, the restructuration of technical and vocational training in Algeria, the decompartmentalization and diversification of the secondary education network and the broadening of higher education, greater opening for the public sector, etc.
The problems mentioned first and third will be discussed in the following chapters.

2.5 EDUCATIONAL DEVELOPMENT AND DECLINING QUALITY

23 - The advances made in school attendance and in the democratization of teaching gives no information in regard to its quality and effectiveness. To evaluate this point, we have made a global analysis based on the student/teacher ratio, and on the failure rate (repeaters, dropouts).

24 - In groups I, II and III, the drop in the ratio of number of students per teacher is significant (except for Oman), varying, in the first two groups, within a narrow margin - between 25 and 30 - not far removed from the average for developing countries (29). Group III states (the Gulf States) record a ratio close to that for developed countries (19), except perhaps Oman. For Group IV states (Mauritania, Djibouti and the A.R. of Yemen), the situation has frankly deteriorated. In ten years, they have climbed from a ratio of about 35 to a ratio of 45-50.

25 - The rate of students repeating a class has globally diminished, but remains high in Tunisia, Morocco and Iraq, and, to a lesser extent, in Oman, Arabia, Qatar, Somalia and Sudan. However, in Egypt it is excellent, despite a mediocre student/teacher ratio, and it is good in Jordan.

% OF REPEATERS AND NUMBER OF STUDENTS PER TEACHER IN 1988

	% of repeaters	no. of students per teacher 1988 (1980)
Algeria	8	28(35)
Libya	9	19*(18)
Morocco	20	26*(37)
Tunisia	20	31*(39)
Egypt	1	30*(352)
Iraq	20	25*(28)
Jordan	5	30*(32)
Lebanon		(18)
Syria	7	26*(28)
Arabia	12	16**(18)
Bahrain	8	21*(19)
Emirates	5	18*(14)
Kuwait	5	18*(18)
Oman	12	26*(23)
Qatar	10	12*(15)
Djibouti		44****(40)
Mauritania	15	50*(41)
Somalia		20***(33)
Sudan		35**(34)
Yemen AR	17	54**(44)
Yemen Dem		26(27)

* for 1987 ** for 1986 *** for 1985 **** for 1984
Source : Unesco Statistical Yearbook, 1989

26 - The survival rate, indicating the number of dropouts, is low in Sudan, in Yemen AR and in Tunisia, and good in Qatar, Syria, Algeria and Jordan. The correlation between these three parameters : survival rate, average percentage of dropouts, student/teacher ratio, seems weak, and, in any case, difficult to interpret.

SURVIVAL RATE IN PRIMARY EDUCATION

	Year of Reference	Number of students who, from an initial group of 1000 students entering Grade 1, reached Grade :					
		1	2	3	4	5	6
Algeria	1984	1000	998	986	976	955	933
Libya	1979	1000	939	917	899	865	817
Morocco	1984	1000	903	831	758	679	
Tunisia	1984	1000	972	951	920	878	786
Egypt	1982	1000	1000	937	937	871	871
Iraq							
Jordan	1983	1000	1000	1000	977	977	957
Lebanon							
Syria	1984	1000	987	982	972	959	939
Arabia	1982	1000	957	945	935	913	887
Bahrain	1984	1000	1000	1000	1000	939	859
Emirates	1984	1000	971	957	941	918	859
Kuwait	1984	1000	970	942	909		
Oman	1984	1000	991	988	976	940	891
Qatar	1984	1000	1000	1000	1000	992	963
Djibouti							
Mauritania	1979	1000	1000	981	857	795	795
Somalia							
Sudan	1983	1000	898	837	770	711	684
Yemen AR	1981	1000	737	598	437	408	345
Yemen Dem							

Source : The Development of Education in the Arab Region, 1970-1985 : Facts and Figures, 1987, ED.87/WS/21, p. 23, Unesco

3. THE PROFILE OF EDUCATIONAL MANAGEMENT

3.1 THE CREATION AND DEVELOPMENT OF EDUCATIONAL MANAGEMENT

27 - The aspiration of the Arab states to achieve rapid socio-cultural development appears in ambitious plans for development, requiring more particularly an efficient administration to carry them out. However, the current public administration everywhere is of recent origin, with the exception of perhaps Egypt, and often dates from the Colonial period (1). The administrative structures set up by foreign powers generally fulfilled their objective of domination and/or image enhancement. Administrative structures were designed to follow an authoritarian and centralized model, and distinguished themselves through the efficiency of their intervention. They were, in fact, invested with modern government functions (2). Throughout this period, the administration considered schooling, civil engineering, transportation, communication and health as priority areas of intervention and expansion.

28 - However, Colonial administrative expansion was insufficient. The heritage made by the Arab states in the wake of Independence included an administration that suffered from the following basic drawbacks : disconnection, sphere of intervention limited to socio-political control and to image enhancement, lack of individual identity (for the Maghreb States in particular) and of coherence. Administrative development has been one of the major problems that the independent Arab states have had to solve.

29 - On Independence, it was thus necessary to release the forces of development, to build the State and to organize the transfer of responsibility for the Administration to the sovereign State. This administration had no

(1) This is true for Syria, Lebanon (1925/30), Iraq and Jordan. The creation of the administration in the Maghreb goes further back; it dates back to the last century for Algeria and Tunisia. However, civil servants there had come from Europe, whereas in the Maghreb a majority had local origins.
(2) Chaker M., Comparative Study of Arab Administrative Systems in the Maghreb and the Middle East, SS83/WS/53, 1982, p. 13

project and no mission : the project was the extension of its field of power to the under-administered national territory, and the mission was to expand the public sector.
However, it must be pointed out that the characteristics of the present administrations, their difficulties and the obstacles blocking their policies for administrative development, are largely the result of the conditions and constraints present in contemporary Arab societies.

30 - Education was one of the areas that received priority. Urgent problems regarding school admission, teachers and the building of schools became imperative in the face of a very strong demand for education. Access to education had in effect become easier : schooling was free, bursaries and grants were being distributed, graduates had the security of sure job perspectives in the years 1950-1970 (Egypt, Syria, Iraq, Algeria), magnified by the implementation of ambitious plans for industrialization and economic and social development.

31 - However, the expansion of the education sector in the years 1950 to 1980 progressed differently depending on the sub-region. The Near Eastern States were the first to experience it in the early fifties; close behind came the Maghreb and the Gulf States in the sixties and seventies. The Group IV states also took this road at the time, but with less considerable financial means.

32 - This expansion was at the same time a cause and a consequence of the qualitative change in the conception and application of educational policy. The most significant in this respect is that this change marked the transformation from elitist and individual education to mass education focused on development. Despite the diversity of the educational systems in the Arab states and the differences in their level of development, this tendency is perceptible everywhere, with more or less pronounced differences in terms of time.

33 - The projects for expansion implemented by the ministries soon reached saturation. A very strong demand had to be satisfied, while holding capacities were insufficient : hence double or even triple assignments, increase in the teacher/student ratio, etc. Very quickly, however, it was recognized that this expansion was also contributing to regional and social imbalances and to the imbalance between the sexes, and most often at the sacrifice of quality. At times, certain signs of social and ideological resistance were observed in opposition to this broadening educational scope, which called forth an organization and specific responses from the public authorities. These responses referred to an information system facilitating decision making in respect to place, projects and human resources. This information system was not available. The organization of all these tasks was bestowed upon educational management.

3.2 CURRENT EDUCATIONAL STRUCTURES

3.2.1 Formal education : the progression of basic education

34 - Most of the Arab states had reorganized their educational system in the sixties and seventies. All adopted the 6-3-3 division, except for Lebanon and Morocco, who chose 5-4-3. This reorganization often proved necessary in view of the rapid development of these systems and the need to adapt and to meet internal performance demands. Since the early eighties, we have witnessed a certain structural stability. Each system seems to have found a certain equilibrium, taking into account its past and its specific demographic and cultural features.

35 - The current preoccupations in most of the Arab states, such as they appear in their educational plans, are focused on a double objective : for one, to guarantee the universalization of primary or **basic education** (primary including graduation), and for the other, and within the limits of the means available, to guarantee students access to the different channels of secondary education.

36 - In respect to **compulsory schooling**, the majority of the Arab states have tended to institute (in their legislation) compulsory education, which covers 6 to 7 years of school in certain countries (Iraq, Sudan, United Arab Emirates, Mauritania, Syria), whereas in other countries this extends to 8 or 9 years before first graduation (Algeria, Jordan, Bahrain, Kuwait, the Democratic Republic of Yemen and Morocco in 1988).
A certain number of countries (Qatar, Lebanon) have largely succeeded in ensuring primary and secondary education without instituting compulsory education.

37 - Some countries (the Sudan, Mauritania, the Arab Republic of

Yemen and Saudi Arabia) have instituted obligatory schooling.
Inversely, the proclamation of compulsory education does not always signify that the difficulties of access to schooling have been resolved and/or that there is adequate holding capacity, but rather that action and policies of the public authorities should aim for this goal (Somalia, the Arab Republic of Yemen, Morocco). Still, in other Arab states (Egypt, Morocco, the Sudan), certain social categories or strata that accumulate social, economic and geographic handicaps due to their isolation, are left out of the educational system altogether. Compulsory education affects them in no way. Particular measures or formulas aiming to integrate these populations in the educational development are still to be implemented, perhaps even still to be imagined.

38 - The tendency to extend compulsory education to the 1st degree of the secondary cycle (generally when attendance at primary level reaches or exceeds 90%) is reinforced by the demands for appropriate teaching relative to the needs of the socio-economic environment. An education oriented towards practical aspects appeared to respond to the problem of employment for students leaving school at the end of the primary cycle. The countries who have already adopted this educational formula (Algeria, Libya, Jordan, Somalia, Djibouti, Dem. Yemen, Kuwait, Tunisia) (3) consider that it assures a sound basis of knowledge for all the students who are not old enough to work (ie. the age of 15).

(3) The duration of this cycle is not the same in all these countries. It varies from 7 years (Morocco) to 8 (Tunisia, Kuwait, Somalia) and 9 (Algeria, Jordan).

Age of admission and duration of primary and secondary educational cycles (general)

	Compulsory Education	Age of Admission												
		6	7	8	9	10	11	12	13	14	15	16	17	18
Algeria	9	P	P	P	P	P	P	S1	S1	S1	S1	S2	S2	S2
Libya	9	P	P	P	P	P	P	S1	S1	S1	S2	S2	S2	
Morocco	7		P	P	P	P	P	S1	S1	S1	S1	S2	S2	S2
Tunisia	8	P	P	P	P	P	P	S1	S1	S1	S2	S2	S2	S2
Egypt	9	P	P	P	P	P	P	S1	S1	S1	S2	S2	S2	
Iraq	6	P	P	P	P	P	P	S1	S1	S1	S2	S2	S2	
Jordan	9*	P	P	P	P	P	P	S1	S1	S1	S2	S2	S2	
Lebanon	-	P	P	P	P	P	P	S1	S1	S1	S1	S2	S2	S2
Syria	6	P	P	P	P	P	P	S1	S1	S1	S2	S2	S2	
Arabia	-	P	P	P	P	P	P	S1	S1	S1	S2	S2	S2	
Bahrain	-	P	P	P	P	P	P	S1	S1	S1	S2	S2	S2	
Emirates	6	P	P	P	P	P	P	S1	S1	S1	S2	S2	S2	
Kuwait	8	P	P	P	P	P	P	S1	S1	S1	S2	S2	S2	
Oman	-	P	P	P	P	P	P	S1	S1	S1	S2	S2	S2	
Qatar	-	P	P	P	P	P	P	S1	S1	S1	S2	S2	S2	
Djibouti	8	P	P	P	P	P	P	S1	S1	S1	S1	S2	S2	S2
Mauritania	-	P	P	P	P	P	P	S1	S1	S1	S2	S2	S2	
Somalia	8	P	P	P	P	P	P	P	P	P	S	S	S	S
Sudan	-		P	P	P	P	P	P	S1	S1	S1	S2	S2	S2
Yemen AR	6		P	P	P	P	P	P	S1	S1	S1	S2	S2	S2
Yemen Dem	8		P	P	P	P	P	P	P	S	S	S	S	S

P : Primary
S1 : Secondary, Ist cycle
S2 : Secondary, 2nd cycle
* 10 years of age in 1989
Source : Statistical Yearbook, Unesco, 1989

3.2.2 Non-formal education : a sector with teething troubles

39 - For a large part, non-formal education in most Arab states means adult education (4) :

(4) There are exceptions :
- 15-year-old adolescents in a professional training context,
- the students enrolled in the "Khalwa", a Koranic school that consists of one single class and is held inside the mosque; it represents in fact a second chance for children who could not be enrolled in primary school after the age of 7 (cf Ministry of Education, Progress of Education in Sudan, 1984-1986, ICE, 40th session, p.33)

- for one, traditional and functional programs teaching adults (rejected or excluded from school) to read and write as well as programs for integrated development (AR Yemen), family planning (Sudan), community development, activities for the young, social work, etc.
- secondly, professional training (and/or home economics), including basic training for the rural population.

This type of education is aimed at persons in an age group over 15, living either in rural areas (including nomads) or in urban centers.
The concept "adult" is very vague here. In effect, these are adult programs that also accept adolescents over 9 years old as long as they are no longer in formal education.

40 - Three types of organization intervene in this area :
- professional institutions like unions and syndicates (training of workers in industry and agriculture, personnel working for the administration, training in crafts, household activities and activities for women),
- cultural institutions (for general and specialized cultural programs),
- socio-cultural and athletic institutions.

41 - These institutions numbered about 6000 in 1984, with the following specific breakdown :

Government institutions	69%
Mixed "	12%
Private "	19%
	100
Educational institutions	59%
Professional "	19%
Cultural "	7%
Welfare "	15%
	100

A large number of these operate in Iraq (2416), in Morocco (1901), where private institutions are numerous, and in Saudi Arabia (662).

These institutions generally function autonomously. They do not dispose of a central entity to relay their activities, policies and action programs.

42 - The central powers manifest particular concern for activities in the non-formal educational sector. A special organism responsible for this sector exists in each country, generally connected to the Ministry of Education (AR Yemen), Culture, Welfare or to the Prime Minister (Iraq). These organizations sometimes carry out active campaigns against illiteracy (Iraq, Dem. Yemen). But they generally play an advisory role. Present among these organisms are diverse entities participating in the combat against illiteracy, civil and military administrative institutions, popular institutions and, at times, universities.

43 - These organisms are significant in that they serve as a starting point for other non-formal types of education, such as adult education, cultural orientation, education for the young, professional training and continuing formation. This seems to be the case in Iraq, where the popular schools for illiterates have been transformed into centers of popular education with threefold aim : non-formal education, professional training and mass culture, using means of mass communications. The P.E.R. of Yemen is also moving in this direction : the means implemented in the program against illiteracy are being shifted towards the system of adult education, which is bringing about changes in skills and aims. A development of this kind may also be possible in Somalia, Kuwait etc.

44 - Non-formal professional training remains marginal, hardly efficient and dominated by institutions of formal education, whereas its vocation was actually to rectify the drawbacks of the latter. Certain experiments of this type are being carried out, for one, in urban centers in Arabia, and in rural areas in Yemen (training designed to develop basic skills) (5). They are often connected to programs for development actualized jointly with the World Bank.

(5) The educational system in the Yemen Arab Republic, 82/83-87/88, report submitted during the 41st session of the ICE, 1989, p. 64

Bank. But the small means allocated to this sector, in conjunction with staff shortage, have made this into a rather subsidiary activity of formal education.

45 - **Continuing education** initially centered around the training of teachers. The idea of **professional training** was slow to originate in the Arab states. Its first steps were made in the seventies, and no clear philosophy emerged until recently (in Morocco, Egypt, Algeria, Syria, Saudi Arabia).
Overall, the means and manpower in this sector are very slight.
In Tunisia, 500 young people were involved in 1986-1988, and 270 teachers of executive status. In Morocco, this type of education is growing relatively rapidly, at a pace related to the needs of the working world, and currently comprises the elements of a full doctrine. This doctrine developed as of the reform of 1984 (rapid expansion of job demand), tending towards enhancement of the value of professional training and training on machinery and equipment. The administration in charge is the Ministry of Public Works (which includes a structure for interchange). Financing comes from public, para-public and private resources (taxes), and from international cooperation. The current plan aims to train 77 000 people (1988) in different fields, including 34% females.

3.2.3 Illiteracy : a handicap still unvanquished

46 - The figures for illiteracy (see next page) are impressive :

ILLITERATES IN TERMS OF PERCENTAGE OF THE POPULATION
(latest statistics available : age 15 and over)

	Total G/F	%/Pop	Total F	%/Pop fem
* Algeria (1982)	5,880	55,3	3,583	68,3
***Tunisia (1974)	2,077	49,3	1,237	59,4
* Morocco (1971)	6,407	78,6	3,753	90,2
* Libya (1984)	0,608	61,0	0,407	85,2
* Egypt (1986)	15,298	55,1	9,327	68,2
* Iraq "	3,754	42,4	2,781	64,6
* Jordan "	0,363	26,4	0,241	36,9
* Lebanon "	0,255	14,7	0,170	18,5
* Syria "	2,165	38,9	1,497	54,5
* Arabia (1986)	2,166	46,4	1,532	66,6
* Bahrain "	0,053	32	0,035	43
* Emirates "	0,097	45,6	0,033	59,2
* Kuwait "	0,115	30,4	0,082	42,4
* Qatar "	0,016	31,6	0,011	41,6
* Mauritania (1976) [1]	0,896	82,6		
** Somalia (1975) [3]		45,2		52,1
** Sudan (1973) [2]	5,221	68,6	3,130	82,1
* Yemen AR (1986)	3,295	81,1		
Yemen Dem (1973) [3]	0,736	72,2	0,482	92,1

* Estimations N.U., ESCWA, Demographic and related socio-economic data sheets, 1987
** Statistical Yearbook, Unesco, 1988
*** Bureau of Statistics, Unesco
1 Age group (6+)
2 Age group (10-49)
3 Age group (10+)

47 - The data available do not always lend themselves to comparison. For Morocco and Libya, they go back to the early seventies. For Sudan, Somalia and the Democratic Republic of Yemen, they are hardly more recent. But the following general remarks may be made :
- For the Maghreb States, the figures are not very indicative of the present situation. The rate of illiteracy evidently varies according to sex, age and social milieu, but Algeria and Tunisia should currently have a comparable rate. Morocco is further behind in this area, and for Libya should now be very different.
- For the Near Eastern States, progress is being recorded everywhere. Egypt has gained 7 points in 10 years, Syria 15 points in 15 years, Iraq 22 points in 20 years and Jordan 10 points in 7 years. Libya stands apart from this group average, and the pace of progression in Egypt seems to be slowing down.
- The Gulf States have a comparable average (between 30 to

- The Gulf States have a comparable average (between 30 to 45% illiteracy). The situation in regard to illiteracy seems to be stagnant, except in Arabia, where it is continuing to improve. These countries may be on the threshold of a sociological resistance, as suggested by the stagnation of the female rate of illiteracy. However, it must be said that this problem has very slight dimensions numerically, except for Arabia.

- Figures for Group IV states are very old. In the Yemen AR, a national campaign to eradicate illiteracy was launched, but the results are below expectations (6). The situation in Mauritania is stagnant; for Somalia and Sudan, the situation may well be even more critical, if one takes into account the degradation of the situation in primary education. And indeed, if the attendance rate in primary education falls, under the effect of decreasing educational offer and/or demand, a rise in illiteracy is - mechanically - to be expected, population growth being higher than growth of the attendance rate. The spectacular drop in the illiteracy rate recorded in the Arab states may finally be partially amplified by a higher rate of attendance than previously for young people 15 years of age or older.

3.3 ORGANIZATION OF EDUCATIONAL MANAGEMENT SERVICES

3.3.1 Experiences in decentralization : an achievement well under way

48 - Educational administrations in the Arab states were (and for the most part still are) very centralized; in this respect they mirror the systems of general administration. The majority of Arab states are in fact still in a phase of building the powers of state. The principle of territorial and national unity, at times written into their constitutions, prevails over all others. The objective causes favouring decentralization are still extremely powerful : necessity for political and economic integration, ideological diversity, geographic and ethnic differences, regional disparities. The State is also guarantee of a certain social cohesion through the diverse functions that it assumes. In addition to this comes a certain Near Eastern tradition of centralization (Egypt, Iraq, Syria). The organization of federal powers has no historical roots, and the autonomy of local authorities, historically and in the collective conscience, is inextricably identified with periods of weakness if not even decay of the central State.

(6) id., p. 58-62

49 - In the Arab states, the idea of decentralized administrative powers is very recent. Some countries already started applying this system in the seventies (the Maghreb states, Syria, Egypt), but organizational and legislative changes took place mainly in the eighties. On the whole, there are two levels in the administration of education : the central level, and the local (or departmental) level. A third, the "regional" level, emerges with the existence of a regional government (like in Sudan), or with the construction of an **economic region**. The region, in this instance, is a kind of anticipation of the emergence and development of a future economic reality. This conception applies to Morocco, Tunisia, Algeria, and perhaps also Jordan.

5O - Most of the Arab States, however, operate along the lines of the central-departmental model, tempered by a mixture of deconcentration and decentralization . Thus:
In Saudi Arabia, local educational administration is under the control of the central administration, which is directed by the General Secretary of the Ministry of National Education (MNE). This local administration exercises administrative and pedagogical control over the establishments in the department (district). It is subdivided into three types, depending on the scope of its competence and responsibilities. 40 local educational administrations exist at the present time (1989). This tendency is also confirmed in the administration of female education, where 32 local administrations existed in 1987. A certain number of delegations have been instituted to control village establishments. It must be pointed out, moreover, that 32 Pedagogical Orientation Offices (POO) have been set up at local level, and these, in turn, control 77 satellite offices at delegation level.
In Iraq, administrative reform tends essentially towards the attenuation of excessive centralization, by delegating powers to local bodies and thus lightening the burden on the central administration. The reform instituting Local Administration is in force. The general principle guiding administrative philosophy in this respect is "centralization of planning and decentralization of execution". The present orientation is to delegate the responsibility for financial management of the primary cycle to local institutions.
In Syria, centralization has been the rule. However, the introduction of a reform instituting Local Administration (similar in principle to that operating in Iraq), has paved the way for a decentralization of sorts. Thus, the Local Educational Administration can create or authorize the creation of nursery schools, primary or secondary schools, enforce compulsory education, organize training programs based on central office decisions, manage primary schooling and decide pedagogical orientation. Regional Managements are part of Local Administration. From a technical and an administrative standpoint, they are controlled by the central ministry and, for definition of their assignments and field of operation, by the Local Administration.
In Sudan the administrative organization is complex. Three echelons are to be found here: the regional, provincial and departmental. The General Director of Education at the regional level reports to the central minister, and the regional administration, as a rule, comprises all the organs of autonomous administrative, financial and technical management, at all educational levels. These regions have possessed regional governments since 1980. New powers have been delegated to the Regional Director of Education. The management of primary education has thus been delegated

to the region, no doubt to facilitate its generalization. Decentralization also seems to have been dictated by geographic considerations (territorial size) and by the ethnological and sociological composition of the country. Taking into account the crisis currently being experienced by the country, the functioning of this new organization of powers is not yet very significant.

In Morocco, "the regional level" comes between the central level and the provincial level (ie. prefectural, represented by a Delegation). The region does not yet correspond to either a regional government or an autonomous power : rather a representation, derived from the theory of economic areas. Thus, a comprehensive regional administrative set-up has been designed from a definition based on precise criteria of the relevant economic region. We find, for instance, Regional Inspection, that carries out control of educational establishments under the direction of the Delegations comprising the particular economic region. It implements the policies concerning teaching and pedagogic reseacrh. We also find Regional Centers for Pedagogic Action (RCPA), whose purpose is to develop the teaching staff framework and pedagogic reseacrh. There is also the Inspection of Educational Planning, responsible for the training and supervision of planners, and the coordination of the services executed by the Delegations that comprise the region. Lastly, we find the Inspection of Financial Management, that controls the operating budgets of the establishments, and ensures the application of the rules governing public accounting and financial management.

It will be noticed that the division of powers between the center and the departments progressively establishes a territorial base, within which the regional economy develops. Regional realities should eventually emerge, and move beyond current administrative structures. Since the region is not yet an administrative reality, it must be matched with functional entities capable of designing and implementing a policy of education and training that is coherent with economic forces and realities involving the regional population.

Algeria became endowed with departmental institutions in the seventies. Educational management is composed of sub-directions, and is directed by the Director of Departmental Education, who is a member of the Executive Council of the *willayat*; he operates under the authority of the *wali* (prefect). The departmental organs currently tend towards greater diversification in the pedagogical and administrative area. Their prerogatives and field of competence seem to be broadening. Recent Presidential orientations are in operation, acting on the decentralization of the functions of the Ministry of Education and professional training. They will entail a coming reworking of functions, resulting in greater delegation of powers to the *willayat*.

Egypt, as well, has introduced the principle of decentralized action, within the framework of the "Local Government" : this involves delegating more powers to the representatives of the central administration. The powers of the leaders in charge of education have been adjusted in function of the significance of territorial units, by delegating more prerogatives and autonomy to the directors in charge of education, directors in charge of the different cycles, chief inspectors, guidance supervisors, and the directors of educational establishments. The national debate initiated in 1979 on the "Development and Modernization of Education in Egypt", just as the National Conference on Education in 1987, underline the necessity for this road to continue.

51 - Significant steps have thus been made in the readjustment of the powers organizing education. In this past decade, major work was accomplished in the conception, legal and political formulation and implementation of structures. The principle of delegation became admitted everywhere. However, its implementation is still in the beginning stages, and needs to be confirmed in actual practice.

52 - Territorial structures are starting to become clearly outlined and definite. Certain local authorities are shyly taking on their first operations and specific areas exclusively reserved to them. But the dominant model in these relationships is still hegemony and central control. In no country do the regions or departments already dispose of their own significant tax resources, from local sources, for instance. This lack of a financial base constitutes a handicap on the road towards decentralization.

53 - Most commonly, motivation for decentralization stems from the quest for more efficient management, while at the same time relieving the burden of the central administration. But there are also instances where it is sought in order to obtain a participation in the financing of education from local communities (Sudan, Yemen AR, Mauritania).

54 - It should also be noted that all decentralizing administrative reforms emanate from the centre. They do not represent a crystallization of local aspirations or awareness. Effectively, the habitual tutelage and assumption of problems by the central administration occasionally constitute an obstacle to decentralized management, particularly when citizens have come to the realization that the administration does not depend on them, and much less belongs to them. In this case, it is difficult to imagine how a regional counterweight to the central powers could come into being - a counterweight that would constitue a form of guarantee of the permanence of local authority.

3.3.2 Greater admission of the private sector

55 - We have no specific data on the administration and management of private schools, only certain indications concerning the place of private schools in the educational system. What must be pointed out here, is the change in attitude in certain countries of the public authorities towards the private sector, where, in the 60's, the tendency was rather towards the affirmation of official schooling, and the nationalization of education (Syria, Morocco, Tunisia, Egypt, etc.).

56 - On the whole, the private sector is but slightly involved in most of the educational systems of the Arab states, with the exception of Lebanon. This is due as much to historical reasons as it is to the recent events of the fifties and sixties. However, the private sector will probably be called upon to play a greater role in this field. Some countries have even proceeded to a revision of their legislation and their policies in this connection. In concrete terms, this has meant the establishment of special departments in the field of educational management, in view of a clearer understanding and representation of this sector when laying plans and setting up educational policy. In some cases, special codes have been adopted supporting private investment in education. In general, leaders in public administration are beginning to realize the limitations of the expansion of official education. They consequently tend to grant greater recognition to the growing role of the private sector, not only at the pre-school level, but also at various other educational levels.

57 - However, the private sector still plays a marginal role in primary education, which has essentially remained under the responsibility of the State. On the other hand, it is predominant in practically all pre-school programs, whether in Koranic or in modern form. It is also significant at the upper secondary level (2nd degree), in those cases where compulsory schooling merely affects primary education. It is present to a noteworthy extent in secondary education, and may soon appear in the academic area (authorization has recently been given to the private sector to open universities in Jordan).

58 - The situation is, in fact, very different from one country to the next :

- In Lebanon, the private sector (whether schooling is free or not) predominates, accounting for 6O% of primary attendance 1985. (7). It is administrated in a spirit of both educational and cultural pluralism (non-religious and communal, local and foreign schools are juxtaposed) and of compulsory bilingualism. (8) It possesses true autonomy and great freedom of action. The State intervenes very rarely, except perhaps at program and examination level.

- In Morocco, the private sector controlled just over 3% of attendance in primary schools, and 3.6% in upper secondary schools in 1988 (9), its role being more significant in secondary education. State authorities recognize the importance of the potential of private schools in educational planning, whose goal for 1988 was the introduction of a 9-year schooling program, to become universal by 1995.

- In Iraq and in Syria, the paying private sector controls aproximately 2% of the school population.

(7) National Report of Lebanon, op. cit., p.19
(8) op. cit., p.10
(9) The Educational Movement in Morocco,86-88,Kingdom of Morocco,p. 19

Its originators are private parties and popular organizations. Its authorization, functioning and programs are subject to strict control.

- In Egypt, total generalization of primary education has not yet been achieved. The trend there is to liberalize and admit private schools at the second and third degree. Thus, Law n° 139 of 1981 assigns the following objectives to the private sector: to assist in the generalization of basic and of third-degree education (general and technical), in accordance with the programs adopted by the official schools; to expand language teaching; to introduce additional subjects, after obtaining the approval of the Higher Council for Education. Private schools operate under the supervision of the Ministry of Education in regard to their programs, school fees, the recruitment of teachers, etc. (10) Furthermore, private schools are represented in official committees that have been set up to draw up a chart establishing the terms and conditions of the relationship between the private sector and the State.

- In The Gulf States, private education is recognized, and is developing at all levels, including the primary level. In Kuwait, it accounts for about 20% of primary school attendance and 20% of upper secondary education. This trend became more pronounced with the changes made in 1985 when policy changes concerning the enrolment in primary schools of non-Kuwaiti residents came into effect. (11)

59 - In conclusion, even if primary education still remains the privileged domain of the State, the intentions are to authorize and even to incite - through tax benefits and economic measures - the private sector to participate, while maintaining control over program content, financial conditions for admission, and, lastly, the scope of pedagogic activities.

(10) cf Development of Education in the Arab Republic of Egypt, 1986-88, Cairo, 1989, p. 101

(11) The Development of Education in Kuwait, 1986-88, Ministry of Education, Jan. 89, p.105 (in Arabic).

60 - Table : Summary of private sector development

% OF PRIMARY SCHOOL PUPILS IN PRIVATE SCHOOLS IN 1975 AND 1983

	1975	1983
Algeria	0,8	1
Libya	1,7	
Morocco	4,7	2,5
Tunisia	1,3	0,6
Egypt		
Iraq		
Jordan	29,8	6,6
Lebanon	58,4	
Syria	5,2	4,5
Arabia	2,6	3,6
Bahrein	6,8	10,8
Emirates	10,9	24,8
Kuwait	17,5	23,0
Oman	0,3	0,9
Qatar	9,4	18,6
Djibouti	13,2	8,2
Mauritania		
Somalia		
Sudan	2,0	3,4
Yemen AR	1,0	
Yemen Dem*		

Source: The Development of Education in the Arab Region,
1970-1984: Facts and Figures, ED.87/WS/21, Unesco, p.25

3.4. ADMINISTRATION, REFORMS AND TRAINING

61 - Educational management is developing within a general administrative framework, and its reform thus depends partly on the reform of the administrative system as a whole. Control of this system, which represents both an active force and a challenge, ensures positions of power over the socio-economic and cultural life of the country. Any administrative reform thus presupposes some degree of political involvement.

62. - However, the context of political and economic instability in this period has not been conducive, in most countries, to administrative reforms of great scope. The management of existing problems, rather than administrative development, necessarily had priority. However, this context of crisis and threat evoked and developed rather different reactions. Despite a certain lack of salient indications, several different attitudes can be distinguished depending on the period and the country, with at times a succession of different attitudes within one same country :

* preference for maintained status quo, concretely visible in a reluctance or refusal to make decisions, generally leading to the immobilization of educational structures and policies,
* active (and more or less succesful) management of the crisis with budget reductions (halted recruitment, no more job guarantee for graduates), the suspension of investment, rationalization and revision of the educational system when these have direct financial implications,
* partial challenge of certain educational structures to determine whether the system could indirectly influence savings in operations or investment (changes in the number of years of compulsory schooling, decrease in the number of repeaters, encouragement of the private sector, or recourse to outside aid ...), or implement new and better management (computerization, information systems).

63 - To simplify, it may be considered that, even though the Gulf States were able to soften the blow of the economic crisis in regard to the functioning of their educational systems, the general context tended rather to favour a certain structural immobilization, except perhaps in Arabia, where the system continued to spread.
Despite the crisis, the Maghreb states were able to introduce certain reforms (basic education, decentralization). Their task now is consolidation of these achievements.
In the Near East, deep-rooted structural reforms were more difficult to carry out, and crisis management predominated. The Group IV states are still in the throngs of the crisis, and consider any major reform to be currently impossible.

64 - These reforms have not really changed the internal power relationships existing between the administration, attitudes and traditional value systems. Thus, for instance, reasoning practically everywhere is still based on hierarchy and function rather than on activity and responsibility.
Beyond that, educational administrations are still characterized by burdensome structures and excessive formalism, resulting in procedural bottlenecks (detailed delineation of functional procedures and attributions) that paralyze initiative and block action (Egypt, Syria, Iraq, Lebanon). The basic logic of the system remains one of immobility and stability.

65 - The low pay for administrative managers has further deteriorated the situation and rooted the system deeper in inefficiency. Administrative formalism is amplified by the slight possibilities for training of administrators: notions of management, efficiency, return, programming, rationalization of selection and evaluation are still very scarce.
The Unedbas survey (12) furnishes certain indications as to past and future training of educational managers in 13 Arab states (particularly the Gulf and Near Eastern States).

In order of importance, these training programs concerned : school management, teaching techniques, teacher evaluation and computer training. The participants were the directors of educational institutions, guidance counsellors, and inspectors, essentially involved in school management training.
Initially, training was given in universities (Educational Science Departments). On-the-job training took place at ministries and in public administration institutes.
The States have expressed their need for counselling, teaching material and equipment, and teachers. They have also formulated their wish to have some 360 mid-level and higher managers (300 in Oman) take a training course at Unesco, in the following areas :
- analysis and positional breakdown of organization charts
- modern methods and techniques of administrative work
- data processing and day-to-day management
- management of pedagogical research
- study of flow charts of pedagogical organisms.

The Unedbas survey noted that very little of the training given involved ministerial administrators. In fact, in view of the population concerned, the number of requests for training expressed in the survey seems to minimize the current needs of educational systems.

(12) Survey of the training needs of the Arab states in the areas of educational planning, and administration and economics of education with a proposed programme to meet these needs, Unedbas, Amman, May, 1989, p. 38 to 48.

4. EDUCATIONAL PLANNING

4.1 THE CREATION AND DEVELOPMENT OF PLANNING STRUCTURES

66 - Planning structures have developed and diversified in almost all of the Arab States. They are generally grouped within a Ministry or State Office, or within a central body or agency.
The educational plan of the Ministry of National Education is generally integrated in the economic and social development plan, but at times certain educational plans are designed, presented and published separately. This is generally the case when they are long-term or very long-term (eg. Jordan, Egypt).

67 - In the early sixties, the concept of planning was still new and stimulating. Nonetheless, its introduction did not take place everywhere simultaneously, nor in the same way.
In general, the Near Eastern and the Maghreb states committed themselves to planning at an earlier stage and to a greater extent. The first planning units were constituted here because of the convergence of several favourable situational factors : the surge of the educational sector, political readiness to adopt planning, the desire of U.N.O. organisms to promote planning within national administrations, and, lastly, the availability of qualified executive staff (generally statisticians and economists). Two countries, Egypt and Morocco, were pioneers in this area.
Egypt became actively involved in educational planning as of the late fifties, with parallel extension of State intervention at the socio-economic level. Its implementation relied mainly on an executive staff with university background; other countries (Syria, Iraq) followed close behind, with an identical approach.
As for Morocco, it signalled its desire to modernize by calling on experts well-versed in the practical aspects of planning to actualize this initiative. With support from special centers created for the training of planning managers (the National Institute of Planning and the National School of Applied Economics), this objective turned into reality . (1)
The Gulf States introduced planning at a later stage. Planning structures developed simultaneously with the educational system (Kuwait at the end of the seventies, Saudi Arabia in the seventies, and, to a lesser extent and quite recently, Oman).
In the Group IV states, planning advanced very hesitantly in the seventies (except in Sudan, where it began in the sixties),
and mainly with the surge of primary and secondary education.

(1) This perception, with slight differences, was true also for Tunisia and Algeria.

4.2 PLANNING STRUCTURES IN MINISTERIAL ORGANIZATIONS IN THE ARAB STATES

4.2.1 The organizational attachment of planning departments

68 - Educational planning departments are attached to the Ministry of National Education in either one of two ways (2) :
a) direct connection to the Ministry (Saudi Arabia, Iraq),
b) under the jurisdiction of the Secretary General of the Ministry (Algeria, Tunisia, Egypt, Morocco, United Arab Emirates, Yemen AR), or of his deputy.
Direct attachment to the Ministry may indicate government desire to attribute special importance to this function, and thus reinforce its position in regard to other administrations. The planning function, in this case, is to be interpreted as an attribute of political direction. As this activity affects sensitive areas, its operations and development are to be watched, as part of the overall administrative system.
The second model is more traditional: it may signify that this function has already become integrated into the daily work routine, and that its role and position within the system are well established.

4.2.2 The internal structure of planning departments

69 - Planning structures are most generally united into a ministerial management body, which include a statistics department, a reserach department and at times a follow-up department. Planning may also be carried out by a Direction in charge of technical matters (Yemen AR), financial and administrative affairs (Kuwait, United Arab Emirates), or international relations (Sudan).

70 - The following table for 1988, taken from the Unedbas survey, lists the structures in which educational planning is being carried out in 13 Arab states : (3)

(2) The following text is directly inspired by the 1988 Unedbas survey on training needs in educational planning.
(3) cf. Survey of ..., op. cit., p. 5 to 6

STATE	DEPARTMENTS IN CHARGE OF PLANNING
Saudi Arabia	Planning Section, Follow-up Section All MNE departments participate in planning
Bahrain	Educational Planning Control Division, Programming Control and Control of Educational Economics School Buildings Division Participation of the Development Committee
Egypt	Projects, Planning, and Follow-up Division Planning, Research, and Follow-up Division Participation of the MNE General Department in Planning and Follow-up
The United Arab Emirates	Planning Division, Follow-up Division Participation of Programming Departments and Manuals
Iraq	Planning and Follow-up Division, Statistics Division, School Buildings Division, Employment Division Cooperation between MES Planning Division and MP Human Resources Planning Division Each department has its own planning unit
Jordan	Research Division and Science and Statistics Division
(MSS)	The Higher Education Council is responsible for formulating higher education policies
(MNE)	Planning Division, Statistics Division, Budget Division, R and D Division, School Division Participation of Heads of Structure and Training Projects
Kuwait	Planning and Follow-up controlled by 3 different divisions: General Educational Planning Financial Planning Planning and Follow-up of Technical Education Research Planning controlled by 2 different divisions: Research Division Statistics Division

Lebanon	Educational Center, Bureau of Educational Research, including: Educational Planning Program Planning Statistical Planning Project Planning
Mauritania	Statistics Department, Service of Planning Building Service of Cooperation
Oman	Educational Planning Division Research and Follow-up Division Statistics Division Each educational department of the 9 Sultanate departments has a planning and statistics department.
Qatar	Planning Division within the Technical Research Department, Statistics Division, Division of Commerce, Documentation Division, Secretarial Division
Sudan	Educational Planning, Educational Statistics, Educational Economics, Projects and Development, Documentation
Syria	Planning and Statistics Department including: a Planning Department with 4 branches: Personnel, Educational Economics, School Mapping, Planning and Follow-up, Department of Statistics and Computer Science. 14 Planning and Statistics sections operate within the Educational Directions in the regions. The regional planning and local administration services as well as the departments of the MNE participate in the planning.

71 It can be seen that in certain planning departments (Syria, Iraq, Egypt), follow-up and planning are carried out by the same division. In others, these two functions are separate (Saudi Arabia, United Arab Emirates, Kuwait). Follow-up is at times associated with Studies (Oman), and some divisions are responsible for very specialized functions (budget, manpower, training and documentation) (4), whereas others act in a function of management supervision. Lastly, it should be noted that departmental correspondents for the central administration contribute (but how ...?!) to the design, implementation and follow-up of educational plans.

(4) cf. Survey of ..., op. cit., p. 7

4.2.3 The coordination of planning activities

72 - The Unesco questionnaire (6) reveals that, despite the different degrees of development of the planning departments, there are certain similarities in their practical functioning.
Thus, the Maghreb and the Near East resemble each other in terms of the internal coordination of work.
. The direction of planning in Morocco coordinates the planning activities of the central and exterior services. It also ensures communication with other pedagogical and administrative directions, and has direct contact with the Ministry of the Plan (for macro-economic equilibrium and annual assessment), and with the Ministry of Finance (for the financial management of the Plan).
. In Syria, the planning department coordinates the preparatory activities for the Educational Plan, carried out at its instigation by the different specialized Ministry departments (departments for programs, for the various types and levels of teaching, for teacher training, etc.).
. In Kuwait, besides its role of direction and coordination, the planning department seems to be particularly involved in relations with the consulting and directional bodies of the Ministry of National Education and of the Ministry of the Plan.
. In Sudan, on the other hand, the only planning in existence now is in higher education. The organs involved here act in a consulting as well as in an administrative capacity.

73 - In all countries, a great number of institutions not directly part of the Ministry of National Education are also involved in educational planning and management : The Ministry of Public Works and other organisms involved in equipment and building (for school buildings), the Ministry of the Plan (to integrate the assessment and approval for the the educational plan within overall planning), the Ministry of Finance (for regional administration and support), the Ministry of Higher Education (for needs pertaining to teachers and qualified graduates), the Ministry of Culture (for problems of illiteracy). Different consulting bodies (even public utilities) are also involved in the preparation of the plan.

(6) idem

4.3 PATTERN OF THE PLANNING PROCESS

4.3.1 The different stages of the process

74 - The planning process (preparation - decision - implementation - assessment) - even though it may differ in its secondary aspects - seems to follow the same pattern of logic in all the Arab States :
- The initial point of departure is analysis of the educational situation in the base year of the new plan. This examination is generally based on follow-up reports, surveys and evaluation of the results of the previous plan or plans.
- Demographic aspects and statistics come into play next : the number of students by age group and by region, as well as their provisional forecasts.
- Then, the plan must be linked to socio-economic realities. When setting the goals of the educational system, project planners, together with the Ministry of the Plan, attempt to take into account the forecast overall sectorial needs in respect to employment, training and number of graduates, based on the projects for economic and social development. At this stage, dialogue and coordination with the Ministry of the Plan becomes decisive. Accurate forecast in relation to human resources still seems to be a delicate and difficult operation in many Arab states, due to the poor quality of the information available, insufficient alternatives and unrealistic objectives. (7)
Estimated needs in manpower are then matched to the base situation (data on population and schooling). Special techniques are applied to project past tendencies and the selected quantitative objectives, with resulting equation of objectives and projections. Different adjustments and modifications, in terms of quantity and/or quality, are made in order to ensure the equal balance of supply and demand, and to eliminate the excessive pressures the system might otherwise be exposed to during the progressive development of the plan.

(7) Valid 10 to 15 year forecasts were made in Egypt in 1960 and 1979, with, however, variable success : cf. "Retrospective evaluation of forecasting methods for qualified-manpower needs for Egypt", Mamdouh Saleh, in Forecasting Skilled Manpower Needs, p. 175 to 193, Unesco: IIEP, 1985.

75 - Once the projects has been approved by the political authorities, the implementation process begins. The plan will most often be broken down into annual sections, which generally form the main framework of the annual budgets. Theoretically, the different organs of the ministries of education, at both central and local level, take part in its actualization, each one in their area of competence. A specific executive organ corresponds to each individual section of the plan; certain projects involve the cooperation of different inter- and intra-ministerial administrative bodies. For its actual execution, the situation differs from one country to the other. Some countries (Saudi Arabia, Kuwait) have distinct organs for follow-up, while others, like Algeria, Syria, Egypt and Iraq, leave this role to the executive departments of the follow-up function. The tightness of supervision and control will indicate the more or less imperative nature of the Plan.

76 - Assessment is generally carried out on termination of the Plan, and serves as the basis for the preparatory work for the new Plan. It is not unusual to find certain evaluation results integrated into the introductions or analyses of the new plans. The assessment covers the aspects pertaining to quantity (manpower, buildings, expenditure, etc.) and to quality (training, programs, teaching techniques, etc.). The compatibility of the resources and objectives is also highlighted. (9)
However, it would appear that this activity is neither systematic not sufficiently thorough. Quite on the contrary, the requests sent to international agencies by the Arab States seem to indicate that it is not carried out satisfactorily : the parties in charge are seeking assessment of the follow-up policy and of the operations carried out. The fact that they call on international experts and authorities to do this, leads to believe that there is a shortage of Arab specialists in this area.

(8) In the preparatory stages of the plan there is not always steady and close connection between planners and the political authorities. However, diverse possibilities are submitted to the political authorities by the planners before the plan is adopted. Two theories exist concerning the relationship between politics and planning: The Unedbas document (page 18) seems to suggest that politics wishes to confine educational planning to a purely technical role, whereas contrary opinion (Arab Planning Institute) seems to indicate that politics does not sufficiently guide planning, making planning responsible for even the determination of objectives.
(9) cf. Unedbas survey, op. cit.

4.3.2 A few national examples

77 - In practice, the various countries differ in the degree to which educational planning and management functions have become developed.
Certain Gulf states (Kuwait, for example), esteem and carry out planning mainly as a process for information collection and processing, and for project implementation. Intermediate functions (like drawing up policy, decision making, research, asset and budget management, etc.), ie., essentially analytical functions, are considered to be less important (5). In this pattern, the internal planning process is relatively short and focused on concrete and operational aspects. The decision-making function is absent, and does not seem to be induced by the planning process itself, but imposed exclusively from without.
Elsewhere, (Syria, for example), the analytical function (from formulation to analysis of management) seems more highly developed. Here, plan formulation, decision making, and elaboration are considered essential. This conceptions seemingly indicates that planning has reached a higher degree of institutionalization. Integration of the decisional function suggests that certain, more or less important decisions, come to light within and due to the planning process. This aspect, in theory, confers a certain degree of autonomy to planning. Moroccan planning practices appear to be rather closely related to those in Syria, except in regard to decision-making, which falls under the jurisdiction of the State, when important decisions are at stake. Planning is also acquiring an increasingly indicative character.
In Sudan, the current practice gives priority to information and to the analytical aspect of policies, including economic and budget aspects - perhaps to the detriment of decisional and operational aspects (implementation, follow-up, ...).

4.4 EDUCATIONAL PLANNING TECHNIQUES

78 - Very little information exists on the techniques used by educational planners; however, the elements available merit the following remarks.

79 - Economic calculations applied for educational plans are rather perfunctory. Primary effects are generally the only ones taken into account. But it is mainly the investment and operating costs that draw attention: advantage cost calculations are very seldom made.
A certain confusion is perceptible when we deal with educational investments. When the idea of human capital is quoted, it rarely finds significant development. The open intention to rationalize investment and

(5) Unesco Questionnaire sent to the Arab States in the second half of 1989.

educational expenses does not always find concrete extension due to the incomprehension between educators and planners, and the persistent, somewhat idealistic attitude that seeks to free education from economic considerations (9)!

80 - The most widely applied techniques make use of number projection. Past trends are extrapolated, with some adaptations or modifications. The countries with a more developed planning culture (eg. Egypt, Morocco), sometimes call on sophisticated statistical techniques and simulation models. To our knowledge, there is no specific sectorial model for educational development in the Arab States. Eipdas seems to be seeking an educational planning model that could be applied in the countries in this region (11). As a last mention, use of engineering is apparently very limited.

81 - Regional planning is not practiced everywhere. The local information system with a truly regional purpose is still to be constituted. National plans are most often regionalized, without there being an actual local approach (micro-planning).

The introduction of school mapping has at times been accompanied by a computerization of educational management and a development of the information system (data bank in Yemen A.R. (12)), by the promotion of local entities (Algeria, Tunisia), or by large-scale training of officials and local planners (Iraq).

4.5 OLD PROBLEMS AND NEW RESPONSIBILITIES OF PLANNING

4.5.1 A diversity of experiences in educational planning

82 - The idea of educational planning is relatively recent. In less than thirty years, it has been able to develop its inherent concept, sharpen its tools

(9) Cf. Educational planning in its connection with socio-economic development: Round Table. The Arab Planning Institute, Kuwait, 1987 (in Arabic).
(11) Unedbas, Eipdbas, Action Plan for 1989-1992, Kuwait
(12) Ministry of Education, The educational system in the Yemen Arab Republic 85/86-87/88, ICE, 41st session, p.46

and outline its field of action. And yet, its future is already the subject of speculation. Planning is not an end in itself. It is a means, and not an objective. It was developed in a context of growth, to serve objectives such as the democratization of education.

83 - But, hardly yet of age, planning suffered the shock of the crisis, and its future suddenly seemed - then and now -uncertain. Is this a just passing trend or is it the expression of deeper and more lasting changes in the general socio-economic environment ?
Whatever the answer, planning has to adapt to the new situation in order to retain its vitality and not operate aimlessly and without reason.

84 - Planning is above all a method and an approach to an issue. When it is considered essentially as an administrative system and thus as a structure, it stops being a vital culture and becomes a bureaucracy. In that case, there is great risk for it to turn into an exercise in style, or into a stilted dialogue that remains purely theoretical.

85 - The Arab states did not all experience the same developments. The institutionalization of planning has not been a linear or irreversible process. The significance of planning has not been the same everywhere : it has even been different within the same country from one period to the next (Egypt in the 60's and 80's). Practically everwhere, there was alteration, suspension, even abandon (Sudan, Somalia), and at times spectacular comeback (Egypt once again). For these reasons, the pace of planning achievements has varied.

4.5.2 Planning and the crisis

86 - The stabilization of progression and, at times, the regression of primary education, noted here and there (Morocco, Somalia), the practically total standstill of secondary education (Sudan) and, more generally, the intensification of the crisis and the threat to established advances and to educational projects, constitute a challenge that planning cannot ignore.

Planning had to operate in a context of instability, while still preserving objectives and despite the inevitable restructurations. It also had to achieve better returns with never increasing or even reduced resources, to improve the overall management of the system and reduce fixed costs.
These new constraints involve most of the Arab states, whatever their wealth in resources.

87 - In order to manage better, it is necessary to have better training and a better information system.
- Administrations thus need to have at their disposal qualified and well-trained management staff. These needs produce new training demands for planning officials and for the admiministration of management training, assessment, budget control, etc.
- It is also necessary for administrations to have at their disposal the information needed for these activities, devised and organized with the objectives of efficiency and productivity in mind. It so happens that present information systems in Arab countries are geared especially to the needs of quantitative expansion and are therefore ill prepared to control and evaluate the efficiency of education-producing factors (13): hence the need to produce new data, bearing in mind each country's individual situation.
Indicators which may serve as a "check list " for management under specific economic conditions must be devised, especially for those countries that are most exposed to austerity, and administrators must be trained to use them.
There is, then, the need for short-term management and piloting, but also for very long-term illumination through flexible methods. This perspective seems an interesting one to explore.

88 - It is becoming necessary to stick more closely to reality and to social evolution by permanently observing the behaviour of different social categories with respect to education. Modernization, with new schools and compulsory education, imposed by higher or central authorities, no longer permits this. The present direction of problem-solving schemes and of the information and decision-making circuit associated with them must therefore be reversed, leaving room for dialogue and concerted action, and allowing communities and individuals to determine their aspirations.

(13) Information systems were essentially constituted to accompany and guide the quantitative expansion of educative production. They are consequently not very useful nor effective in situations where the emphasis is on management and restructuration (stationary state, and contraction of the educational system).

89 - Two examples, in two countries at extreme opposites geographically and socially - Yemen A.R. and Lebanon - will clarify this point.
In the Yemen Arab Republic, centralized planning has existed since the early 70's, but with insufficient coverage. A form of spontaneous planning came to life in certain rural localities, to carry out projects for the building of schools and dispensaries, financed by private initiative (expatriates, among others). The State made its expected contribution by sending teachers and thus taking on the payment of salaries. This situation, characterized by under-planning and under-management, thus gave rise to "unplanned planning", inherently contradictory both in essence and in organizational style with the official approach to development plans. This process was taken on by the central authorities and integrated into the activities of cooperative structures and local councils (14)...
This example is not an isolated case. Particularly under the effects of social pressure, similar situations appear in other countries, where the reactions and basic desires of the population base are gaining ground, given the lack of sufficient realization of their needs and planning that leaves too little room for participation (or lacks foresight).
The necessary local planning should be accompanied by an attitude from the centre that furthers incentive and sense of responsibility.

In the example of Lebanon, there is the confrontation of an overburdened central educational administration, formalistic and finicky, face-to-face with the needs of local educational management, adapted to "field" development, and with the need to exercise power and educational responsibility. The war created a rupture between these two sides and imposed a de facto delegation, and, with that, a management that is more in accordance with the realities of the situation and the desires of the local populace (16).

90 - In summary, a need for autonomy, a need for participation are the new givens to which planning in the Arab states must adapt, and to which it must respond.
However, we feel that the state of mind and attitude on this issue in the Arab states seems to fall short of these aspirations.
Two main trends stand out in this area.
The first considers that decentralization is a reform that is to be introduced with extreme prudence, ie. as late as possible. This tendency expresses the concerns of the advocates of the centralizing trend - which, after all, has already revealed its limitations.

(14) cf. Planning organisms in the Arab States, The Arab Planning Institute, 1987, p. 194
(15) cf. G. Marc, Report on the reorganization of the management of National Education in Lebanon, 1980, Ministry of Education
(16) Elias Khoury, Experiments in decentralization : the Lebanese experience, Unesco, 1983

The officially dominant approach advocates the centralization of the conception and orientaion of planning, and the decentralization of its execution. Its interest, in effect, depends on how it is applied and actually experienced.

91 - Lastly, the decentralized planning approach must set off a new impetus for micro-planning techniques, and particularly school mapping. Because of its interdisciplinary approach, this technique is very suitable and efficient for the organization of the demand in regular and extra-scholastic education, for the distribution of educational services and for appropriate equation of the central and the base level. It constitutes an effective planning tool well-adapted to the crisis and to the requirements of a thorough understanding of educational development, and thus for the rationalization of its educational management.

4.6 HUMAN RESOURCES INVOLVED IN PLANNING

92 - The above-mentioned Unedbas survey gives the number and qualifications of the staff members involved in the management and planning in certain countries in this region, illustrated below and on the following page.

Country	Level of qualif. *	Specialization	Number	%
Arabia	1	Educational Management	2	33%
	2		1	
	3		3/6	
Bahrain	1	Educational Economics		
		Educational Planning	4	28%
	2		7	
	3		4/15	
Egypt	1	Programs,	2/2	
Emirates	1	Educational Planning		35%
		and Management, Psychol.	3	
	2		3	
	3		2/8	

HUMAN RESOURCES INVOLVED IN PLANNING (cont'd)

Country	Level of qualif. *	Specialization	Number	%
Iraq	1	Educational Planning Urban Geography and Pl.	6	12%
	2		26	
	3		8/40	
Jordan (higher ed'n)	1	Arabic, Weaving Agronomy	3	17%
	2		1	
	3		14/18	
(ed'n)	1	Education, Research, Economics, Education, Linguistics, Law	10	20%
	2		3	
	3		36/49	
Kuwait	1	Educational Management Planning, Administration of Education, Business Administration, Economics, Arabic Curriculum	10	26%
	2		1	
	3		27/38	
Lebanon	1	Education, Educational Planning, Sociology, Psychology Statistics	5	22%
	2		10	
	3		8/23	
Mauritania	1			
	2		8	
	3		10/18	
Oman	1			
	2		3	
	3		17/20	
Qatar	1	Various	3	25%
	2		6	
	3		3/12	
Sudan	1	Assessment and Research Methods of Educational Planning, Demographic Statistics, Programs, Sciences	5	25%
	2		10	
	3		5/20	
Syria	1	Educational Psychology, Programs	2	4%
	2		9	
	3		41/52	

* 1: Doctorate, Master's. 2: specialist diplomas. 3: other

Source : Survey on ..., op. cit. p.8-12

The preceding table indicates the following :

- The number of executive staff members in Arabia and Egypt seems absurd (6 and 2), given the population and the size of their territory. Planning must be carried out elsewhere.
- For Sudan, it is equally nonsensical. In this respect, certain countries are in an intermediary position (Syria, Iraq, Mauritania, Oman, Bahrain, Emirates). In only three countries - Lebanon, Jordan and Kuwait - the number of people in charge of planning seems reasonable.
- The headcount in planning is explained not by the size of the country, nor that of its population, nor even by the liberal or directive orientation of its economy. Rather, it seems to be related to the material resources of the administration, and the differential ratio of public and private income (which explains State capacity to hold its qualified staff).
- the low percentage of qualified and specialized executive members (about 25% of the total) is probably compensated for by a reliance on technical assistance or by further training of civil servants with different backgrounds. It seems that planning departments tend to count more on professional training and experience than on the initial academic background.

94 - Data on material and equipment and budgets is not included in the scope of the survey- but this aspect is important. The equation between human resources and material resources is an interesting indication of the efficiency of administrative work. It would be useful to know how well planning organs are equipped, particularly with respect to equipment relevant to data processing and transmission (systems and software programs, etc.).

95 - But resources must be evaluated mainly in relation to the tasks and activities assigned to planning, in other words, the volume of work to be accomplished. These tasks and assignments are quite different in content and scope from one sub-region and one country to the other. They partially depend on the scope of the educational projects in question, and the level of control sought by the public authorities.
They are generally most extensive in the Maghreb and the Near Eastern states (with some exceptions, however). In the Gulf States, they are limited to the most indispensable level. For the Group IV states, they fluctuate (Sudan, Somalia, Yemen A.R.), and depend in part on outside influences.
The Major Project, if implemented, will entail the extension of planning and management tasks (particularly in the non-formal sector), and will thus lead to new demand for educational planners and managers (see Chapter 5).

5. THE TRAINING OF OFFICIALS IN CHARGE OF PLANNING AND ADMINISTRATION

5.1 GREATLY UNDERESTIMATED TRAINING NEEDS

96 - The information given above (para. 92 and 93) concerning the training of planners, in fact only covers a part of the personnel involved in planning. It is fitting to add to this the officials in charge of departmental services, whose number varies according to the country, but which is generally linked to the relevant decentralization process. One must also mention the educational planning sections within the other departments concerned (higher education, culture, etc.) and the corresponding departments on the decentralized level. As well, it is necessary to include the planning sections in specialized education, which often depend on technical departments (industry, agriculture, public works, health, defense) which manage a certain number of institutes or training centers. The population involved in planning therefore greatly exceeds the headcount of 400-500 given in the survey.

97 - In other respects, the possibilities of expanding the Arab educational systems, and therefore the administration-planning sections, are not exhausted. Certainly, five or six countries have already attained universal primary education (net rates of enrollment exceeding 90%), but most are far from reaching this objective. Thus, the potential for expansion is even larger in Egypt, in Saudi Arabia, in Oman, in the Yemen, in the Sudan, in Somalia, and in Mauritania. This potential exists in general secondary education, and also in technical training, (with a large training staff). Finally, improving the quality would necessarily imply (all things being equal in other respects) increasing administrative and teaching personnel.

98 - To these needs, it will be necessary to add the increase of manpower induced by putting the Major Plan into effect and managing it on the national level in the non-formal sector. Actually, a variable, but always important portion of the latter is managed directly by the public authorities.

99 - In summary, improved quality of education, generalized basic teaching, eliminated illiteracy, and better control over the development of education through management and planning, are factors which may be at the origin of a potential growth of the educational administration and planning sector.

100 - Currently, 9 out of 13 planning departments intend to train their planning staff in view of development.
Further education carried out realized in 86-87 focused mostly (7 countries) on planning and statistics. It was short-term (two to three weeks), combining theoretical and practical teaching, and was intended for trained personnel and managerial staff.
The further training program covering two years (88-89) involves approximately the same themes. It is also short-term and should involve about 900 people.

101 - According to the Unedbas survey, recent (1987) training demands (also see para. 65) originating from the MNE and the MSS, concerned the following, in order of importance :
- school management
- educational methods
- computer applications
- pedagogical assessment
- management of education and training centers for adults (1).

These courses were taken by school directors, inspectors and their assistants, accountants and administrators.

5.2 INSUFFICIENT CAPACITY FOR NATIONAL AND REGIONAL TRAINING

102 - The regional training offer for educational planners and managers comprises several categories of training structures :
* Universities, through their Educational Science departments. They have existed for a relatively long time, and train teachers, inspectors and

(1) cf. Survey on ..., op. cit. p. 38

administrators in the educational system. The training given is essentially initiative and theoretical. But programs for continuing training in administration have been developed here. The tradition of university training for management personnel is rather dominant in the Near Eastern and the Gulf states.

* Administrative training institutes and organisms for executive personnel in public administration. These have more recent origins (Jordan, Morocco, Arabia, Iraq, Algeria). These institutions offer initiative as well as continuing training.

* Planning institutes in the tradition of the 70's. They generally combine an annual program and further education programs, for already active executive staff. Their field is overall economic and social planning, and educational planning only constitutes an option, among others. The place attributed to educational planning is very insignificant here. These institutions were established in those countries that have chosen planning as a principle of economic and social organization and development. They are listed below:

NAME	COUNTRY	YEAR OF CREATION	EDUCATIONAL PLANNING	GRADUATES PER YEAR
Arab Planning Institute	Kuwait	1972	option	
National Planning Institute	Egypt	1960	option	100/150
National Institute for Planning	Iraq	1979	option	
Institute of Planning of Economic and Social Development	Syria	1966	option	30

* Ministries of education, ministries of higher education and ministries of the Plan give further education for educational managers (United Arab Emirates, Bahrain, Syria, Qatar, Kuwait) and planners (Sudan, United Arab Emirates, Jordan, Syria, Iraq, Qatar, Kuwait).

* Diverse other training institutes or organisms exist, for example :
the School of Higher Education in Mauritania, the General Organism of Applied Education in Kuwait. In the Maghreb states, major training structures are at work. To be mentioned here are the institutes of public administration (Algeria, Morocco, Tunisia), the institute for social planning in Libya, and the specialized training centre for educational consultants and planners in Morocco, etc.

103 - The planning institutes mentioned formerly carried out a part of the training for educational planners and instructors working for the ministries of the countries concerned. But :

a) they trained very few educational planners and managers,

b) the diversity and simultaneous onslaught of training demand from the public administration exceeded the capacity of these institutes. Their annual programs can hold some thirty students each, except for the NPI (Egypt). Demand is thus insufficiently covered, which leads to believe that part of the training demand addresses itself to outside solutions,

c) the countries that have no sufficient local training structure for their managerial staff (Yemen Arab Republic, Sudan, Dem. Yemen, Saudi Arabia, Bahrain) turn to outside solutions, or rely on the training opportunities offered by regional authorities or bilateral aid.

104 - The Unedbas survey confirms the insufficiency of training capacity and its corollary lack of qualified managerial staff. In fact, by common consensus the 14 countries that answered the questionnaire quote this issue as being the major cause for the weakness of the educational planning sector.

Main difficulties and inadequacies in planning (1988)	Number of times quoted
* lack or shortage of qualified managerial staff	14
* insufficient information	4
* lack of identification of needs in the different sectors	4
* lack of visible connection with socio-economic plans	4
* lack of credibility of planning with teaching personnel	4
* difficult access to information	3

Source: Survey on ..., op. cit., p.15

105 - The effects of the crisis on training demand differed in the various countries.

In certain disadvantaged countries (Sudan, Somalia), the adoption of an open economy led to the abandon of a state-controlled economy and a slackening of central planning, which led to a weakening of interest in manager training (2). In other countries (Maghreb, Egypt), on the other hand, the crisis produced not a slackening of planning, but a change in methods. Analytical techniques, impact studies and assessment became more important, and planning tended to become more flexible and less imperative, shifting the direction of training needs towards these areas.

(2) According to Victor Saba, "No training plan currently (1985-1986) exists in Sudan, and the finances allocated to this activity have been reduced to a strict minimum", cf. "Development of action methods of planning bodies in Sudan ...", in "Planning bodies in the Arab States", p.124, Arab Planning Institute, Kuwait, 1987

6. REGIONAL COOPERATION IN EDUCATIONAL MANAGEMENT AND PLANNING

6.1 THE EIPDAS NETWORK : AN UNFINISHED ACHIEVEMENT

106 - The implementation by Unesco in 1979 of Eipdas, which is the network for educational innovation in planning development in the Arab States, came in response to an ambitious 6-point plan that included the modernization of educational management. The creation of this institution was, in fact, an opportunity to develop a regional network for the exchange of experiences and know-how in matters of education, training and administration.
From the beginning, Eipdas has been striving to act as the joining link between Arab national and sub-regional educational institutions. It encouraged the creation of coordination centers in each State, in order to constitute a network for regional information exchange. To this effect, it set up a unit for **regional coordination** and a unit for **information**. It also became affiliated to a worldwide exchange network, thus completing the national-regional-international chain.

107 - Several regional consultation meetings were organized in the eighties by the network, concerning the Eipdas program of activities (Doha, 1979; Beirut, 1980; Kuwait, 1984, etc.). It participated in meetings held by experts, like the inter-network seminars on educational innovation, organized by Unesco's Secretary General (1). In Jordan, it also launched training activities for higher officials in education, made possible by extra-budgetary financing (2). In Kuwait, in 1981, it also organized a regional conference on "the recruitment and training of high management in education". It took part in organizing the session "educational background of school directors", in order to transform school administration from a merely executive into a true administrative function, that actively participates in educational development. This session was attended by school directors from the Gulf States.

(1) Main working document, Meeting of High Officials in Charge of Education in the Arab States, June, 1987, ED-87/SENIOR OFFICIALS/3, p.79, Unedbas.
(2) idem, p.80

108 - Feeding and following up national and regional institutions - given the number and the spread of the Arab states - is without doubt a heavy task. A network of this kind is firstly a dense system of connections and transmissions, with feed-in from different experiments and information sources, innovations and study projects. This network thus necessitates an enterprising and imaginative structure to ensure its vital driving force and active development, and technical support to successfully promote the objectives of educational renovation in the Arab States.
However, this task seems to exceed the means available for its execution.

109 - Examination of the action plan projected by Eipdas for the period 1989-1992, particularly in the area of management and planning, is enlightening. It shows an interest for the development of informations systems and for planning.
- For information systems, the plan projects to make an overall assessment of educational information centers and to organize meetings of experts in this field. It anticipates the organization of regional workshops for the personnel of institutions affiliated with Eipdas, to facilitate the implementation of advanced technologies (computers) and their application with respect to information systems.
- For planning, it anticipates the organization, at national level, of training workshops in planning, planning methods and the use of statistics, and on the subject of experiences in educational planning in the Arab States. Mention must also be made of the intention to organize a workshop on planning methods in order to propose a flexible model for educational planning that could be applied in various countries in the region. Lastly, the Eipdas plan wants to circulate planning models that have proven successful, by organizing meetings of experts held for the exchange of experiences. (3)

(3) cf. Final Report: The Fifth Regional Consultation Meeting of Education, Education and Innovation Program for Development in the Arab States, 8/12 October, 1988 - Eipdas, Kuwait, Unedbas

110 - Thus it appears that Eipdas activities focus essentially on :

* the development of its structures at the national (correspondents, institutes, associated centers) and at the regional level, by attempting to organize connections and links between these,
* the start-up of its network, by organizing meetings, by training the staff working in centers (in order to initiate information exchange), and by creating the custom of sharing experiences,
* the launching of case studies, the organization of national and regional workshops.

111 - Despite the unquestionable interest of such activities, which primarily have a preliminary nature, and in order to go beyond mere intention, it would undoubtedly be necessary to equip Eipdas with sufficient human resources and material means for it to orient its activities and articulate its framework more closely towards the needs of wide circulation, communication and promotion generated by the implementation of Major Plan objectives.

112 - Certain official Eipdas activities, like the organization of seminars and workshops, and the initiation of research in matters of planning and management, are close to the Unedbas research activities. At first sight, this resemblance is paradoxal, and may suggest redundancy, when it is more than ever necessary to concentrate the means available. But the conspicuous absence of Unedbas in the field of research and planning, in the last years, may furnish an initial explanation.

6.2 THE EMERGENCE AND DEVELOMENT OF REGIONAL AND SUB-REGIONAL ORGANIZATIONS : HOPE FOR THE FUTURE

113 - The seventies saw the creation of ALECSO, the Arab organization for education, culture and science, that emanated from the League of Arab Nations in 1970. The end of that same decade (1978) saw the birth of ABEDS, the bureau of education for the Arab Gulf countries. The work accomplished by this bureau in regard to educational cooperation is significant (in terms of unifying programs and diplomas, cultural representation and pedagogic research ...). And the Islamic Organization for Education, Culture and Science came to life in the 80's. Also to be mentioned with these organizations is the Arab Organism for the Eradication of Illiteracy, a branch organization of Alecso.

114 - In 1987, the Maghreb states (Morocco, Algeria, Tunisia) began a spectacular rapprochement, which led to cooperation in the educational field (unified programs, information and teacher exchanges, joint pedagogic research, etc.), facilitated by the comparability of their educational system. The 1988 conference of the heads of state of the greater Maghreb area (including Libya and Mauritania) announced a likely institutionalization of regional cooperation, in education as well.
The countries within the Council of Arab Cooperation (Egypt, Iraq, Jordan, Yemen A.R.) have also stated their intention and their desire to cooperate mutually in educational matters..

115 - In their field of competence, these specialized institutions have become the active players in cooperation and in the promotion of educational projects. New resources habe been mobilized for specific educational projects, including : two centres of Pedagogic Research, Documentation and Information, created by Alecso; the Arab Centre of Pedagogic Research for Higher Education (Alecso-Damas); the Arab Centre of Pedagogic Research for the Gulf States (Kuwait). Other projects are in the process of achievement: the Arab Institute for special training for teachers; the Centre for the Development of Sciences and Mathematics; the Centre of Research for the teaching of Arabic as a foreign language in Europe and Africa. (4)

116 - Lastly, a certain number of institutions must be mentioned - regional, non-governmental or semi-governmental - devoted to certain specific aspects of education, such as the Association of Arab Universities, the Federation of Arab Educators, the Federation of Arab Teachers. Agreements were concluded among these in the last decade to coordinate and integrate their efforts within the educational service in the region. Particularly at the beginning of this period, certain Arab and Islamic financial organisms, specialized in social and economic development, accorded the educational sector a certain role in their activities. Other contributions have been mentioned, originating from the oil-producing countries.

(4) Main working document ...; op.cit., p.77

6.3 THE DEVELOPMENT OF INTERNATIONAL COOPERATION AND THE ROLE OF UNESCO

117 - Unesco and Alecso activities have often had the same objectives. In certain areas, they have collaborated. The last Conference of Ministers of the Arab States, held in Abu Dhabi (November 1977), was organized through their joint efforts. That conference gathered a series of recommendations relative to the generalization of primary schooling, the eradication of illiteracy, adult education, and the reinforcement of management and planning structures in the Arab States.
These recommendations received regional extension with the adoption, effected by the Exceptional Alecso Congress (Khartoum, 29.7.-2.8.1979), of the report entitled "Towards a strategy of renovation in education within the context of the integrated development of the Arab Nation", whose goal for application was set in 1995. One of the first priorities announced by that strategy was basic education.
The Alexandria Congress (Alecso, 1984) was dedicated to the follow-up of ongoing achievements. The results of the survey presented at that congress showed the existing gap between forecasts and reality. This gap seemed to be the sign of diverging views and interpretation of the objectives adopted (1). This problem indirectly raises the question of the relationship between those who plan, those who decide, and those who execute.

118 - The last meeting to treat the problem of primary education was the Meeting of High Officials in Charge of Education (Amman, June, 1987). Here the problem was examined within the framework of coordinated strategies, and primary education and eradication of adult illiteracy were considered as two complementary sides of one same problem.
This was followed by the June, 1988 Meeting of Experts for the presentation of the Regional Program to generalize primary education and eliminate illiteracy. This program, also called "Major Plan", was affectively launched in Amman by the Secretary General of Unesco, in February, 1989.

6.4 THE MAJOR PLAN AS POSSIBLE GROUND FOR REGIONAL COOPERATION

119 - Concrete problems of organization and planning may arise during the implementation of the Major Plan.
1) The first concerns the cooperation-coordination chain between regional Alecso/Unesco projects with the same scope and the same purpose.
2) The second concerns the coherence between Project objectives and the means implemented for its achievement.

120 - In regard to the **first point,** it must be pointed out that the Unedbas and Alecso conferences and regional meetings have steadily focused on the problem of primary education/illiteracy. Different regional plans were suscitated and worked out in this area, first by Alecso, then by Unesco. The approach to these problems has also greatly evolved, passing from a strategy centered on primary education to a strategy integrating non-formal education... More recently (1987), the problem was envisaged from the angle of global and coordinated strategies ... (5).
Different timeframes have been proposed to reach the objective of universal primary education and the eradication of illiteracy : first 1990, then 1995 (at Alecso level), and finally 2000 for the Major Project ...

121 - These, then, are without doubt the basic projects for the future of the people and the culture of the Arab World.
But the prevailing impression is that there is not a lack of regional projects, but an excess, and that the deficiency is rather in the area of implememention.

122 - The multiplicity of projects creates the risk of overlap and contradiction, and thus supplementary cost, which is detrimantal to the efficiency and credibility of the regional authorities. There are, in fact, 3 risks involved :

(5) See also Main Working Document..., op. cit., p.25 to 35

- **The risk of illusion**. To all apearances, new approaches or new projects simply substitute those preceding: a kind of inflation in proposals creates the illusion of progress, whereas realities are rather stationary, or in case slow to follow. Is this a case of overcontextualization through language ?

- **A risk at the level of communication**. We feel that there is, at times, a type of disdain between national and regional partners. The officially declared harmony in the stand taken can dissimulate a difference in how problems are perceived, even a divergence of objectives. In each State, examples of this can be found in the different ways in which regional recommendations have been turned into objectives and achievements in these past years. What is important, then, is not so much the provisional approval at the outset, but the equivalence of perception during implementation and at the finish.

- **The risk of rivalry**. The multiplicity of the plans - originating from regional organisms with the same vocation - may express a certain difficulty in positioning these organizations in regard to the objectives. A certain competition, even tension, can result from this, if the role of each one is not clearly and precisely defined. This is also true as regards the interconnection of their interventions, and their mutual cooperation. In fact, the more autonomous active agents there are, the more organization and management become necessary (6). But these aspects do not seem to have been altogether settled.

123 - As the introductory step, it would thus be useful to assure oneself of the commitment of the different governments, taking into account their capacities and actual means. This is primordial for the success of the Major Plan which largely depends, as we know, on the particularly conditions of the different partners - of the States - involved.

124 - As the project concerns a population that is similar in socio-economic and cultural characteristics (life style, culture), it would perhaps be best to focus efforts on the definition of the objectives of national plans (which would take into account the national implications of the dawning year 2000), and then attempt to start up sub-regional cooperation in this field (Maghreb, the Gulf States, etc.). This would permit, at a later stage, to unite the different sub-regional plans into one relatively credible and realistic regional plan.

(6) Cf. M. Crozier, Etat modeste, Etat moderne : Stratégie pour un autre changement, Fayard, 1987.

125 - Regarding the second point, there would also be an essential problem of coherence to solve between the size of this project, as expressed in terms of quantitative and qualitative objectives, and subsequent training proposals . From the administrative standpoint, this would demand the mobilization of all the efforts of each country's institutions and administrative organs, (technical ministries, the public sector, union organizations, professional and socio-cultural organizations, etc.). It would also entail institutionalizing concerted dialogue and decentralization, so as to involve local organizations in this project. Finally, in each country, it would demand considerable management capacity to pilot this undertaking.
All this would, in fact, lead to considerable demand for training in management and planning, at all levels.

126 - This undertaking and these projects cover a scope previously unknown to the countries in this region.
But as things stand, the requirements involved by far exceed present capacities in the Arab states in regard to managers, regional and national planners, administrators, school directors, consultants, teachers, inspectors, organizers, pedagogical instructors, and other specialists ... In order to cope with these demands, serious programming is necessary.

127 - As it happens, at this level there is a manifest discrepancy between this project of mass education (in terms of quantitative objectives and of populace participation in the part of active agents and partners) on the one hand, and, on the other, the rather elitist training program, favoring the center and insufficiently appropriate in content, outlined in the Unedbas proposal. (7) This training program, in fact, seems hardly suited to the nature and scope of the present challenge (8).

(7) See Survey of the training needs ... , op. cit., p.5O ff.

(8) When implementing the project, and apart from the problems of training, it would be advisable to carry out a lucid examination of the diagnostic established, to attempt a better evaluation of the difficulties encountered when actualizing previous plans and, especially, to reconsider the feasibility o of the deadlines scheduled.

7. FUTURE PERSPECTIVES

1 - Questions concerning the future of educational planning in Arab states are inextricably linked to the social and economic prospects. When attempting to forecast its future development, the risk must be accepted of articulating a reasonable dialectic to accommodate the different levels of social dynamics : economic, political and cultural. In order to avoid surrealist speculation in this region ruled by instability - at least in economic and financial terms - we must be careful to restrict ourselves to a certain number of hypotheses which might serve as initial stepping stones towards the answers to these questions.

2. - The wealth of the Arab states currently resides mainly in hydrocarbons. Throughout the next decade, it may be assumed that, if growth in developed countries remains stable, oil prices will either stay close to the present average of $18, or rise slightly to reach an average of $20. It is also to be expected that the world, and particularly Western Europe, will continue to buy massive quantities of oil from the Arab states, although European economic strategies are likely to focus increasingly on Eastern Europe. Should this prove true, the Arab world will be not an outsider but a more or less active participant in the dynamic growth process now under way, resulting from the approaching Single European Market in 1993 and to the ever-quickening trend towards rapprochement with Eastern Europe. This tendency, triggered by recent changes, is visibly developing to the advantage of the Eastern European states, and possibly to the detriment of certain parts of the Third World, such as Black Africa.

3 - It might also be possible to at least maintain economic growth above the level of population growth, along with steady budgets for welfare and education. Strong population growth remains the most plausible theory for practically the entire region, whereas defense budgets will most likely shrink, and the modernization undertaken by the Arab states continue, despite resistance.

However, this general perspective is not applicable to each one of the various sub-units in the region.

The Gulf States will continue to have a steady growth rate. They will will increasingly concentrate on the Pacific region and Asia for their foreign trade, their capital investments and part of their manpower needs, partially because of European protectionism.

The Maghreb states, on the other hand, will be more strongly swept along by European driving forces, reviving their own economies along their lines, and

may relaunch their economic integration, which would open the way for new internal dynamics.
Due to their political and economic rivalry, the **Near Eastern states** will find it more difficult to join forces and take advantage of this new situation which could prove beneficial to the entire Southern Mediterranean Region.
The **Group IV states** are certain to experience a marginalization in respect to the other Arab states. Their future will depend on such oil discoveries as are still possible, (Yemen AR), on the mechanisms of redistribution within the Arab world and on the intervention of international organizations.

4 - How will government policies and education fare in this context?
Two scenarios may emerge from the movement currently operating in the Arab states, both of them linked to The Major Plan.

5 - 1) The Major Plan would be the occasion for the states in the region to become conscious of their interdependence, of the intra-regional solidarity necessary, and of the need to accept this challenge. The Plan would thus express the political will to have Arab society reach a new stage of civilization, by giving absolute priority to the achievement of this qualitative leap forward. The Plan would be the common ground for regional cooperation integrating the countries - still numerous - the farthest behind economically. This scenario would mean change from the present situation. It would indicate that a wide consensus concerning the role and the content of education had been reached. The conditions of communicating experiences and innovations would be drastically changed by this context of cooperation. Illiteracy would most likely be eradicated by the year 2OOO, and primary schooling would have become universal.
The different countries would also continue to implement an educational policy focused on upgrading the quality of primary education, on improving teacher training, on expanding science programs at the secondary and at the higher level, on developing academic research, etc. Their cooperation in other areas (research, programs, etc.) would, in this context, be easier to achieve, and would, in any case, acquire a different character. For the rich states (the Gulf States among others), it would mean a frank acceptance to finance a good part of this undertaking, whose achievement would also depend on the participation of experts and officials from the Near Eastern and the Maghreb states.

6 - 2) The other possible course would consist of the continuation of past tendencies, that is to say , the persistence of national egos and the predominance of words over concrete achievement. This would represent a kind of relentless pursuit based on the cultural and human interdependence of the Arab states. It would result in feeble regional coordination and cooperation, unequal development of inter and intra subregional education, an illiteracy rate that would still be high on the dawn of the third millennium, despite The Major Plan, persisting obstacles to universal education and continuing paralysis in technical and professional training in several countries, the deterioration of higher education and an increasing gap in relation to the economic capacity of absorption in the Arab region.

7 - Intermediary scenarios, meaning variable combinations of scenario 1 (current tendency) and scenario 2 (cooperation) are obviously possible and even probable, and could alternate, depending on circumstances. The two scenarios outlined above represent the most extreme.

8 - What will become of educational planning in all this ? And what will be its new role? In effect, there seems to be no consensus among Arab experts (except perhaps among those from the Maghreb), either on the role of the educational planner (in either his practical or his analytical capacity) or on that of educational planning itself (as a method of action or as a system of knowledge).

9 - Thus, according to a certain line of thought, the perception of the planner's position in the decision-making process, the actual weight he carries in the political, administrative or civilian context seems to oscillate. He is perceived :
- as a manager who has a certain budget which he must spend wisely
- as the inventor of a future social system with sufficient means at his disposal to carry out the proposed projects,
- or as a strategist or tactician with limited freedom of action in his field of intervention. (1)

10.- This somewhat caricatural perception leads to the question of how pertinent and how efficient the projects really are, and

(1) Op. cit., Round Table on Educational Planning, p.15.

what part the planner plays in relation to the politician. The pertinence of this relationship is often questioned by Arab specialists on education. For them it is a source of frustration and disappointment, not to speak of the misunderstanding, the incomprehension, even the hostility that planning ar times arouses with administrators, educators and even the general public. The following causes are quoted as the reasons for this disappointment :
a) It is impossible to conserve surpluses in Arab economies and therefore to accumulate resources.

b) Technology is imported and undergoes constant and unpredictable changes. All Arab states are importers of technology and thus cannot control its evolution: it will be impossible for them to program the future manpower demands resulting from these developments. Educational planning is consequently seen as an alarming spectre.
c) It is impossible to anticipate and thus to plan ahead when surpluses are made in such brutal fashion and lost just as brutally (on the oil market). In such an unstable context, the question arises whether the intervention of the planner is appropriate, useful, or effective.

11 - But from the standpoint of the proponents of this theory, the true problems facing society lie elsewhere: they are the rifts that separate social classes, the weak cohesion of social integration, and, in the last analysis, in the lack of consensus as to the role of education and particularly educational content.

12 - But if we can assume that a certain national consensus is taking shape among Arab leaders and theoreticians, to make education the instrument of ideological, cultural and social unification, then the social pertinence of the educational system and, by extension, of educational planning, regains credibility. And it is perhaps at this level, rather than from an economic standpoint, that State achievements in educational development ought to be evaluated.

13 - To be sure, long-range planning has on occasion met with failure in the past. In view of the results obtained, its impact has not, by any means, been conclusive. Faith in its contribution has consequently greatly weakened. But this counter-performance is related more to the weakness of its institutionalization, to the discontinuous, fragmentary and routine character of the process, and at times to the lack of conviction of political leaders. These deficiencies can be broken down into three main themes :

14 - * the administrative context
Planning has suffered from the fact that the administrative context has not always been favorable ground for its insertion; partly because the personnel

involved has been excessively mobile and insufficiently motivated(poorly paid, undervalued and poorly trained), partly because other authorities intervened (pressure groups and political parties), partly because, generally, credibility was low. Thus, in an implacable chain reaction, educational administration accumulated a great many handicaps in several countries (Syria, Lebanon, Sudan, Egypt). In this context, the word "crisis", as it was used in 1977 by M.A. El-Ghannam (2) to describe the administrative system, still applies today. The reform of educational administration, which has become the major undertaking in most of the Arab states, still seems to be out of reach for many of them. And yet, considering the above-mentioned handicaps, one can but admire the way many Arab educational systems operate, in spite of the fact that all factors seem to come together to stop them from functioning.

15 - * The outlook for planning

In many of the Arab states, due to the international situation, their practically total import of technology, and the constant pressure of social demand, planning has focused on closer horizons when compared with the length of training required. Planning has been concerned more with short-term management rather than designs for the future. Now, it will have to orient itself to planning that takes into account time factors, uncertainties, the fact that certain phenomena are reversible, and social behaviour (capacity and speed of action and reaction). This will lead to training and widespread reliance on forecasting techniques as a systematic method of management at all levels, decentralized services included. This orientation will also imply the use of less deterministic methods, ie. more flexible, more open to changes, like the prospective method, which seems better suited to prepare the long term within the still rigid socio-economic structures of most Arab states. This might temper the aspect of Arab planning, too frequently voluntarist and symbolically and politically over-contextualized.

16 - * New or neglected areas

Planning in the Arab states should take into account some hitherto neglected areas and the new concerns that have emerged with social development. Particular thought should be given to:

** the organization of non-formal education in all its aspects and its connection with formal educaton in various contexts

(2) The administrative crisis in education in the Arab countries, in Prospects, quarterly review of education, Vol. VII, n° 1, 1977, p. 104-112, Unesco

** planning manpower needs for the so-called "informal" sector, which is expanding in the current context of crisis, and which concerns a large proportion of the active, non rural population,
** private sector projects, taking into account the changing needs and aspirations of the populace on the one hand and, on the other, the potential and capacity of this sector to meet demands,
** the aspirations for autonomy of the base communities and regions and, consequently, the implementation of procedures for communication adapted to the need for heightened efficiency and better equation between the base and the summit,
** the rapid urbanization of the population and its consequences on education, family organization and economic activity,
** inter-Arab migration which, despite the crisis, retains a permanent character, due to the cultural anchor effect of the manpower-importing countries, (essentially the Gulf States) (3),
** specific problems that may arise, such as : biculturalism, already accepted or on its way to being so (Iraq, Sudan, Algeria), disabled war veterans, and the mobility of nomad and permanent border populations.

17 - Besides these concerns, the existence of The Major Plan poses a challenge to regional and national planning. The profile of planning will be influenced by the scenario adopted to implement the project. A scenario based on cooperation would entail national and regional mechanisms of connection and coordination in respect to the appropriate planning and management. This would necessarily imply a large-scale training strategy for planners and managers. The second scenario, on the other hand, would confirm the current isolation of national planning, the lack of overall regional planning, and the inadequacy of national and regional educational policies.

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(3) For example, emigration represents between 15 and 30% of the Egyptian work force (cf. Forecasting skilled manpower needs, The experience of eleven countries, Unesco, IIEP, 1985, p. 255) and probably as much for Yemen AR, Sudan and Jordan. For other Arab states (Syria, Lebanon, Tunisia), this dimension is also significant.

RECOMMENDATIONS

1. - The Arab states lack specialists in planning and evaluation. Educational plans and projects are often designed, implemented and completed without any systematic and objective evaluation in follow-up. Educational administrations, decision-making entities and consulting bodies, and education officials in general, are conscious of this lack and need. Their frequent reliance on foreign experts in evaluation (organisms, associations, universities, etc.) clearly illustrates this need.

2. - UNESCO has no regional institutions that fill or could fill these functions. The two entities that do exist, UNEDBAS and EIPDAS, are not involved in this type of activity.

- EIPDAS is a centre for coordination and not a centre for innovations. It provides no training.

- UNEDBAS periodically gives technical assistance in specific cases, but it is not a training centre for planning or management, and seems ill-prepared for this type of activity.

3. - Thus, there is room for a centre which would carry out a distinct but complementary function in regard to the two entities mentioned.

4. - Only an autonomous centre or institute of a certain scope will give effective results for training Arab managers in planning (in the widest sense). The activies of such a center would be threefold :

I. Planning
II. Management
III. Evaluation

5. Such a centre, empowered to deal with these three areas, could bring new life to training, consulting and research in the Arab states. Its regional character would enable it to launch comparative studies and to initiate or even conduct regional research. It would thus be able to bridge the gap between theory and practice.

International and regional partners in the project

6. The international partners in the project will be: UNESCO (UNEDBAS and EIPDAS), IIPE and ALECSO. It would be useful to set up this center under the patronage of a prominent UNESCO Institute, such as IIPE or the Hamburg Institute.

7. It is essential to relay this center to pedagogical institutes and national planning departments so that it can be in permanent contact with the realities underlying the plans, the reforms and the educational programs in progress.

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